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REPORT TO THE CONGRESS

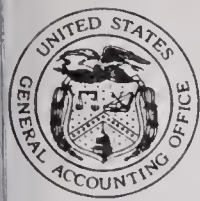
Effectiveness And Administration
Of The Eight Canyon Job Corps
Civilian Conservation Center
Under The Economic Opportunity
Act Of 1964

Mescalero, New Mexico B-130515

Department of the Interior
Office Of Economic Opportunity

*BY THE COMPTROLLER GENERAL
OF THE UNITED STATES*

JUNE 30, 1969



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-130515

To the President of the Senate and the
Speaker of the House of Representatives

This is our report on the effectiveness and administration of the Eight Canyon Job Corps Civilian Conservation Center, Mescalero, New Mexico, operated by the Bureau of Indian Affairs, Department of the Interior, under an interdepartmental agreement with the Office of Economic Opportunity pursuant to the Economic Opportunity Act of 1964.

This report supplements our summary report to the Congress on the "Review of Economic Opportunity Programs" (B-130515, March 18, 1969). Our review was made pursuant to title II of the Economic Opportunity Amendments of 1967 (81 Stat. 727).

Copies of this report are being sent to the Director, Bureau of the Budget; the Secretary of Labor; the Secretary of the Interior; and the Director, Office of Economic Opportunity.

A handwritten signature in dark ink, reading "James B. Stacks". The signature is written in a cursive style with a large, stylized initial "J".

Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE CONGRESS

EFFECTIVENESS AND ADMINISTRATION OF THE
EIGHT CANYON JOB CORPS CIVILIAN
CONSERVATION CENTER, MESCALERO, NEW MEXICO--
DEPARTMENT OF THE INTERIOR, OFFICE OF
ECONOMIC OPPORTUNITY B-130515

D I G E S T

WHY THE REVIEW WAS MADE

A 1967 law directed the Comptroller General to review programs authorized by the Economic Opportunity Act of 1964, as amended, to determine:

- the efficiency of the administration of the programs and
- the extent to which these programs achieve the objectives set forth in the act.

The overall conclusions and recommendations of the General Accounting Office (GAO) in response to the above directive are contained in its summary report to the Congress on the "Review of Economic Opportunity Programs" (B-130515, March 18, 1969).

This report, which supplements the summary report, pertains to the Eight Canyon Job Corps Civilian Conservation Center in Mescalero, New Mexico, operated by the Department of the Interior under an interdepartmental agreement with the Office of Economic Opportunity (OEO).

The Administration has announced plans to close a number of conservation centers, including the Eight Canyon Center, by July 1, 1969. These plans were under consideration by the Congress at the time GAO completed its review.

FINDINGS AND CONCLUSIONS

Regarding the effectiveness of the Center's program, GAO found that:

- A major deterrent to the Center's accomplishment of the primary Job Corps goal--training of underprivileged youth--was the policy to carry out vocational training primarily within the context of conservation work projects, with little emphasis placed on developing a skill training program within the projects. Many projects appeared to have limited utility toward producing skills for marketable trades.

Corpsmen were often assigned to projects without regard to their vocational needs or desires and were excused from educational classes to expedite completion of the projects. (See p. 16.)

- A general lack of emphasis on the academic training program reduced the opportunity for corpsmen to achieve their maximum potential. Excessive class absences by both corpsmen and instructors existed. Corpsmen were assigned to vocational training programs before achieving the academic level needed to successfully participate. Corpsmen could not achieve the necessary educational improvements under such permissive conditions. The academic levels of corpsmen were generally low upon entry, and overall recorded gains did not appear impressive. (See p. 35.)
- An orderly and systematic program of counseling is important in assisting corpsmen to make the social, educational, and vocational adjustments necessary to satisfactorily complete the Job Corps program and to obtain worthwhile employment or further training. Counseling had not been conducted on a systematic basis; records had not been maintained; and the corpsman advisory system--a system designed to help a corpsman establish career goals and motivate him to achieve his goal--generally had not been effective. (See p. 46.)
- The criteria for graduation which had been developed by the Center were inadequate to ensure that corpsmen had developed the minimum standards of conduct and performance needed to obtain and retain employment. These criteria were in effect until uniform graduation criteria were prescribed by Job Corps for all civilian conservation centers in May 1968. (See p. 53.)
- Increasing the corpsmen's length of stay is vitally important if corpsmen are to be provided with sufficient training to obtain meaningful jobs. About 70 percent of the corpsmen stayed at the Center less than the 6 months considered essential by Job Corps for developing the attributes needed for responsible, productive citizenship. (See p. 61.)

Regarding the efficiency of the administration of the Center's program, GAO found that:

- About \$47,500 worth of property not being used or being ineffectively used had not been declared excess. Adequate inventory procedures did not exist for certain assets, and a number of assets were either not accounted for or not recorded. (See p. 65.)
- The appraisal method utilized in determining the estimated value of work projects completed by the Center was inadequate to ensure that the values assigned to the projects were realistic. (See p. 76.)

RECOMMENDATIONS OR SUGGESTIONS

GAO is making a number of specific recommendations for improving the program at this Center and at other centers in the event that the Congress decides to continue the conservation centers either at the present capacity or at the reduced capacity planned by the Administration. To increase the effectiveness of the program, GAO is recommending that OEO:

- In consonance with other Government agencies having cognizance for the operations of conservation centers, reexamine the current policy of providing training primarily through conservation work projects with a view toward taking such actions as may be required to develop a vocational training program which will permit corpsmen to develop skills needed for worthwhile employment in occupations above the helper or laborer category. (See p. 33.)
- Require that the Center establish procedures to minimize class absences by both corpsmen and instructors and that appropriate measures be considered for providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in vocational training programs before their assignment to such programs. (See p. 41.)
- Require that counseling be conducted on a regularly scheduled basis, records of counseling services be maintained, and the need to properly implement the Corpsman Advisory System at the centers be emphasized. (See p. 50.)

To increase the efficiency of the administration of the Civilian Conservation Program, GAO is recommending that OEO:

- Together with the Bureau of Indian Affairs, ensure that the audit staffs responsible for making reviews at conservation centers place increased emphasis on reviewing the effectiveness with which the conservation centers utilize and dispose of property. (See p. 75.)
- Develop and follow a realistic appraisal system in assigning values to conservation work. (See p. 81.)

AGENCY ACTIONS AND UNRESOLVED ISSUES

The Office of Economic Opportunity and the Department of the Interior agreed, in general, with GAO's findings as they relate to this Center. Actions implementing changes to correct the noted weaknesses either had been made or were being made. Exception was taken by OEO to GAO's recommendation that it consider providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation

in vocational programs before their assignment to such programs. OEO and Department of the Interior comments are recognized in the various sections of the report as appropriate.

MATTERS FOR CONSIDERATION BY THE CONGRESS

The matters presented in this report are for consideration by the congressional committees having oversight responsibility for federally assisted antipoverty programs. In view of the interest shown by members of the Congress in antipoverty programs generally, GAO is bringing its findings and observations to the attention of the Congress for general information purposes.

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COMPTROLLER GENERAL'S
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The matters presented in this report are for consideration by the congressional committees having oversight responsibility for federally assisted antipoverty programs. In view of the interest shown by members of the Congress in antipoverty programs generally, GAO is bringing its findings and observations to the attention of the Congress for general information purposes.

INTRODUCTION

The General Accounting Office has made a review of the activities of the Eight Canyon Civilian Conservation Center, Mescalero, New Mexico. This Center is operated by the Bureau of Indian Affairs, Department of the Interior, under an interdepartmental agreement with the Office of Economic Opportunity.

Our review, which was performed for the primary purpose of complying with title II of the Economic Opportunity Amendments of 1967, was directed toward an evaluation of the effectiveness and efficiency of the operation and administration of the Center in meeting the objectives of the act. An outline of the scope of our review is set forth on page 83.

The principal officials of the Office of Economic Opportunity and the Department of the Interior responsible for the administration of activities discussed in this report are listed in appendix VI.

JOB CORPS PROGRAM

The Job Corps was established under title I, part A, of the Economic Opportunity Act of 1964 (42 U.S.C. 2701), which was amended each succeeding year--the most recent amendments having been enacted in December 1967. The purpose of the Job Corps is stated in title I, section 101, of the act which provides:

"This part establishes a Job Corps for low-income, disadvantaged young men and women, sets forth standards and procedures for selecting individuals as enrollees in the Job Corps, authorizes the establishment of residential and/or nonresidential centers in which enrollees will participate in intensive programs of education, vocational training, work experience, counseling, and other activities, and prescribes various other powers, duties, and responsibilities incident to the operation and continuing development of the Job Corps. Its purpose is to

assist young persons who need and can benefit from an unusually intensive program, operated in a group setting, to become more responsible, employable, and productive citizens; and to do so in a way that contributes, where feasible, to the development of National, State, and community resources, and to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies."

Initially, youths aged 16 through 21 years were eligible to participate in the Job Corps; however, the 1967 amendments to the act reduced the minimum age to 14 years. The act authorizes training for a maximum period of 2 years.

The Job Corps is organized in three basic types of operations--men's urban centers, women's urban centers, and men's rural conservation centers. The Director, Job Corps, directs and supervises the Job Corps program. He is responsible for the objectives, policies, standards, requirements, and overall program design for the operation of the centers. The OEO regional offices are responsible for the field direction and policy implementation of the Job Corps program. The Federal and State agencies and the industrial and nonprofit organizations under contract with the Government are responsible for the operation and the administration of the centers.

Enrollment of Job Corps centers is limited by law to 45,000 men and women. The 1967 amendments to the act provide that by June 30, 1968, at least 25 percent of the enrollment is to be women and that as soon as practicable women should comprise 50 percent of the enrollment. As of December 1968, the Job Corps enrollment was about 32,000, of which 9,600, or 30 percent, were women. Of the 22,400 males enrolled, 12,500 were assigned to conservation centers.

During the early part of 1968, OEO closed four men's urban centers and 11 conservation centers and did not open

one planned conservation center because of fund limitations. Closures were limited to men's centers because of the requirement that women should comprise 50 percent of the enrollment. As of December 1968, OEO was administering six men's urban centers, 18 women's urban centers, and 82 men's conservation centers. Also, OEO was administering three special centers for carrying out experimental projects.

The urban centers, which are generally located in or near metropolitan areas, are operated under contracts with industrial or nonprofit organizations. The conservation centers, which are located in rural areas, are principally operated by agencies of the Department of the Interior and the Department of Agriculture pursuant to interdepartmental agreements with OEO, while a few are operated under contracts with the States.

It was anticipated that corpsmen assigned to a conservation center would increase their basic academic skills to a point where they could undertake vocational training at the urban centers. Vocational training at conservation centers was limited to learning the use of basic tools, to plan and organize work, and to have good work habits. They were to serve as stepping-stones to urban centers.

Early in calendar year 1966, Job Corps revised its policy to provide that vocational training programs, designed around the work program, were to be instituted at the civilian conservation centers primarily to ensure that those corpsmen who did not transfer to urban centers would be taught some type of marketable skill.

The Civilian Conservation Center program has evolved to where, at present, the goal is to have each corpsman reach at least a minimum level of employability within the conservation center assigned. This policy, which was formalized in May 1968, means that the goal of the Civilian Conservation Center program is to fully train participating corpsmen for employment, although corpsmen are not precluded from transferring to Job Corps urban centers or to other training programs.

Recruiting of applicants is performed by private or public nonprofit agencies, such as a local Community Action Program, which are authorized by Job Corps to recruit and refer applicants for screening. The screening and interviewing of male applicants for Job Corps is performed primarily by the United States Employment Service. Their applications are forwarded to the OEO regional office for selection and assignment.

Prior to November 1968, assignment to a men's urban center or to a conservation center was dependent on an applicant's achievement on a reading test given by the screening agency. Generally, nonreaders and beginning readers were assigned to conservation centers, whereas upper intermediate and advanced readers were assigned to urban centers. Under the revised procedures adopted in November 1968, applicants are to be assigned to centers closest to their homes irrespective of their reading test scores. Section 106 of the act requires that at least 40 percent of male enrollees be assigned to conservation centers or to other centers or projects where their work activity is primarily directed to the conservation, development, or management of public natural resources or recreational areas.

Job Corps policies provide that the conservation centers carry out a work experience program (on-the-job vocational training) in addition to other educational and vocational training programs. The work experience program is based on conservation work projects or center operation assignments and is designed to develop positive work habits and attitudes and, at the same time, provide corpsmen with entry level occupational skills and related knowledge above the helper or laborer levels. The centers may, on a limited basis, provide specialized vocational programs, such as small appliance repair courses, which do not require conservation work projects or center operation assignments.

Generally, conservation center work projects are designed to develop and improve conservation land and projects under the supervision of the Department of Agriculture and/or the Department of the Interior which maintain

the land on which they are performed. The agencies plan the work, and corpsmen are assigned to specific tasks. Specific projects may include such things as landscaping, forest culture and protection, water control, irrigation, drainage, erosion control, construction and repair of buildings and recreation facilities, and construction and repair of roads and trails.

At the conservation centers, center directors are responsible for all activities and for the supervision of all personnel assigned to the centers. Under guidelines prescribed by the responsible operating agencies, the center directors supervise the work program, center administration, logistics, and other activities for which the agency is responsible. Under guidelines prescribed by OEO, the center directors supervise corpsmen discipline, welfare, health, education, recreation, and other activities.

Corps members are entitled to an initial regular monthly living allowance of \$30. They may be given incentive increases in \$5 increments which may, together with the basic living allowance, not exceed \$35 a month during the first 6 months of his or her participation in the program and \$50 a month thereafter. In addition to the living allowance, corps members are entitled, upon leaving the center, to a readjustment allowance of \$50 for each month of satisfactory participation, subject to certain restrictions. Allotments of the readjustment allowance up to \$25 may be made to a corps member's wife or child, and OEO will match the amount allotted. GAO has made a review of corpsmen's pay and allowances and will issue a separate report on this matter.

EIGHT CANYON CENTER

Operation of the civilian conservation centers of the Department of the Interior is carried out through five participating bureaus and their field offices. Operation of the Eight Canyon Center is administered by the Bureau of Indian Affairs' Albuquerque, New Mexico, Area Office.

The Bureau's responsibilities include the operation, administration, logistical support, and work experience aspects of the program. Additional responsibilities include consulting with Job Corps headquarters on the policy and requirements in accordance with the interdepartmental agreement. The Bureau's Data Center, located at Albuquerque, New Mexico, provides supporting fiscal services, which include maintaining accounting records and preparing financial reports, for all Bureau activities including conservation centers.

The Eight Canyon Conservation Center, which is located on the Mescalero Apache Indian Reservation about 35 miles northeast of Alamogordo, New Mexico, occupies 200 acres of land leased from the Mescalero Apache Tribe. Construction of the Center was begun in May 1965 and was substantially complete by June 1966. The Center, which is designed to accommodate about 200 corpsmen, was activated in March 1966 and received its first corpsmen on March 9, 1966.

Our analysis showed that, of 504 corpsmen who entered the Center during calendar year 1967, 237, or about 47 percent, terminated their enrollment in less than 90 days and a total of 350, or about 70 percent, in less than 6 months. Additionally, by June 28, 1968, 439, or approximately 87 percent, of the 504 had terminated their enrollment.

Our analysis showed further that, of the 439 terminations, 30 remained at the Center for as long as 9 months including eight who remained for as long as a year. Moreover, Center records showed that as of April 16, 1968, at least 837 corpsmen had terminated

their enrollment from the Center. Available placement records at the Center showed that, of the 837 corpsmen who had terminated, 119 had obtained jobs including 15 who had been placed in jobs which appeared to be either directly or indirectly related to the principal training they had received at the Center.

Organization of the Eight Canyon Center consisted of five departments--administrative, education, residential living, works, and counseling--and included the following broad areas of concentration:

1. Counseling.
2. Basic education in reading, math, language skills, and world of work.
3. Work experience to supply corpsmen with entry level occupational skills and improved work habits and attitudes.
4. Driver education.
5. Medical and health programs.
6. Recreation and physical education.

Jobs Corps policy provided that total corpsmen time at 200-man conservation centers was to be distributed 42.5 percent to academic training, 42.5 percent to work experience programs, and 15 percent to such center operations as kitchen police and dormitory duties. Generally the time spent in specialized vocational training programs was included as part of the academic training. At the time of our field review, Center scheduling called for corpsmen to receive either academic or work experience on an alternating week basis.

As authorized by the Job Corps Conservation Center Table of Organization, the Center's staff consisted of 52 employees on February 6, 1968.

Section 105 of the Economic Opportunity Amendments of 1966 directs OEO to take necessary action to ensure that during any fiscal year the direct operating costs of Job Corps centers in operation more than 9 months do not exceed \$7,500 per enrollee man-year. Under the Economic Opportunity Amendments of 1967 this amount was reduced to \$6,900 per enrollee man-year.

Congressional hearings have indicated that the limitation is a nationwide average and includes all direct operating costs of the centers--such as maintenance, food, clothing, supplies, and services--as well as the corpsmen's direct costs--such as salary, allowances, and travel. Costs not included are those for Job Corps headquarters and regional support, agency direction (Department of the Interior), screening, payroll administration, amortization of capital investment for center rehabilitation and equipment, work projects materials and supplies, and depreciation of center facilities.

The Center's average annual operating cost per corpsman man-year during calendar year 1967, computed on the basis of costs compiled by OEO as applicable under section 105, amounted to \$5,918 and the indirect costs amounted to \$2,244 per corpsman, representing a total cost of \$8,162 per corpsman man-year. A schedule of the total cost per corpsman man-year is included as appendix I.

OEO has reported that for fiscal year 1968 direct operating costs for the Center amounted to \$6,338 and indirect costs amounted to \$2,567 per corpsman man-year, representing a total cost per corpsman man-year of \$8,905.

POTENTIAL FOR JOB CORPS CONSERVATION CENTERS

TO PROVIDE EFFECTIVE TRAINING

In our overall report on the "Review of Economic Opportunity Programs" (B-130515, March 18, 1969), which resulted from our review undertaken pursuant to title II of the Economic Opportunity Amendments of 1967, we concluded that we have considerable doubt as to whether conservation centers can be expected to provide the intensive training contemplated in the act, at least without substantially upgrading the vocational training program which appears to be quite costly. A primary consideration was that conservation centers generally provided vocational training through the performance of conservation work projects, with little or no related vocational classroom instruction.

We recognize that the conservation work in itself has value; that most of the centers have some work projects which permit exposure to some occupational skills; and that, generally, work projects are a good vehicle for instilling proper work habits in corps members. However, the size and complexity of the work projects coming to our attention at the conservation centers we reviewed generally were not of a nature to serve as a basis for intensive vocational training. It does not appear to us that the use of work projects as the primary vehicle for providing vocational training would permit the centers to establish and operate an effective training program directed toward skill development in occupational areas above the helper or laborer categories.

Job Corps and the administering departments of conservation centers, Agriculture and Interior, recognized that weaknesses and deficiencies had existed in training programs at the centers and, in a joint effort, considered means for improvement. However, our perusal of the requirements prescribed in May 1968 by Job Corps, in conjunction with the departments, for improvements in the training program indicated that, in order for corps members to accomplish the minimum requirements for program completion in the various occupational areas, corps members would need

an opportunity to take part in intensive classroom and work-experience programs directed specifically toward development of the knowledge and technical skills needed beyond the helper and laborer categories.

It appears to be quite costly to establish intensive vocational training programs at each of the 82 centers in a number of vocational areas for the 100 to 250 corpsmen enrolled. Moreover, it is questionable whether a sufficient number of qualified instructors could be obtained to provide such training at the generally remote and isolated conservation center locations.

In summary, it is probable that a valid need can be documented for residential training of the type envisioned in Job Corps for a certain number of youths whose needs, because of environmental characteristics or because of geographic location, cannot be well served through other programs operating in or near their home communities. We have doubt, however, that, in light of our findings and the cost of this type of training, the resources now being applied to the conservation center program can be fully justified, particularly in consideration of the significant changes which appear necessary in this component to upgrade its effectiveness in achieving training program objectives.

In accordance with the foregoing conclusions, we recommended in our overall report that the Congress consider whether the Job Corps program, particularly with respect to conservation centers, is sufficiently achieving the purposes for which it was created to justify its retention at present levels.

The Administration has announced plans to close a number of conservation centers, including the Eight Canyon Center, by July 1, 1969. These plans were under consideration by the Congress at the time we completed our review.

The findings on our review of the Eight Canyon Civilian Conservation Center are discussed in greater detail in the succeeding sections of this report. We are also offering specific recommendations for improving the administration of the program at this Center and other centers in

the event that the Congress decides to continue the conservation centers either at the present capacity or at the reduced capacity planned by the Administration.

The Office of Economic Opportunity in November 1968 and the Department of the Interior in December 1968 in commenting on our draft report agreed, in general, with our findings as they relate to this Center and advised us that actions implementing changes in program operations to correct the noted weaknesses either had been taken or were being taken. Exception was taken by OEO to our recommendation that it consider providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in vocational programs before their assignment to such programs.

We have noted, in the appropriate sections of this report, OEO and Department of the Interior comments that we considered appropriate to a clear understanding of the matters discussed herein. An overall comment was made by OEO that recognition should be given to the fact that certain external factors, such as staff shortages and personnel freezes, which were beyond its control had adversely affected the operation of the Job Corps Civilian Conservation Center program. The comments are included in their entirety as appendixes IV and V.

EFFECTIVENESS OF THE EIGHT CANYON CENTER'S

TRAINING PROGRAM

NEED FOR IMPROVEMENTS IN THE VOCATIONAL TRAINING PROGRAM

A major deterrent to the Center's accomplishment of the primary Job Corps goal--training of underprivileged youth--has been the Center's attempt to provide vocational training primarily through the use of work projects that fit the conservation work needs of the Center. Although this concept is generally in accordance with Job Corps policy, many of the projects available at the Center appeared to have limited utility toward producing skills for marketable trades.

The Center's overemphasis on completion of work projects contributed to the inability of the Center to provide corpsmen with the opportunity to participate in intensive programs of educational and vocational training. Corpsmen were often assigned to these projects without regard to their vocational needs or desires, and it was not unusual for corpsmen to be excused from educational classes to expedite completion of these work projects without due regard to their need for educational training. A further indication of the emphasis placed on work projects was the inability of the Center to identify for us the vocational fields to which a significant number of corpsmen were assigned at the time of our review.

Training courses

The goal of the Job Corps vocational program is to teach skills to the individual corpsmen which will aid them in getting, holding, and advancing in a job. Vocational training is provided at the Center primarily through work experience (on-the-job training) obtained on conservation or Center work projects and Center support activities. In addition, certain specialized vocational training courses not necessarily related to the work experience program are offered on a limited basis.

The work experience program is designed to develop positive work habits and attitudes and, at the same time, provide corpsmen with entry level occupational skills and related knowledge above the helper or laborer levels.

The work experience program has conservation work projects as its core to which are added a variety of Center operations and maintenance work. The specialized vocational training courses include training in several occupational skills, such as appliance repair, business machine repair, and small engine repair.

OEO is responsible for developing the curriculum materials to be used by the conservation centers in vocational training. The curricula, which were being developed as early as August 1966 for delivery to the centers from September 1966 through January 1967, were to include lesson plans, student hand-outs and reading materials, and the necessary tools and equipment to fully implement one or more vocational training programs at each of the conservation centers.

We were informed by a Center official in April 1968 that the Job Corps headquarters had not furnished the Center with the necessary curriculum materials for implementation of vocational training programs. As a result, the Center had established a variety of on-the-job training programs which are listed below.

Vocational Programs and Number of
Corpsmen Enrolled as of May 17, 1968

<u>Program</u>	<u>Corpsmen</u>
1. Heavy equipment operation and maintenance	9
2. Carpentry	15
3. Automotive maintenance	14
4. Janitorial	4
5. Basic forestry	75
6. Advanced forestry	6
7. Office clerk	3
8. Warehouseman	3
9. Resident worker	2
10. Chain saw maintenance	4
11. Landscape and gardening	0
12. Recreation aid	3
13. Mail clerk	1
14. Culinary arts	11
15. Maintenance	1
16. Graphic arts	1
17. Vocational shop specialities	3

In addition to the above, during the academic week, daily classes of 1-hour duration were conducted in specialized vocational training courses in small appliance repair, welding, identification of hand tools, carpentry, and blueprint reading.

Our review of the above on-the-job programs showed that the curricula were established by various Center officials primarily on the basis of the type of job tasks provided by the Center's conservation work projects and the officials' experience and judgment as to the skills necessary for entry into each of the occupations.

Utility of work projects
toward producing skills
for marketable trades

Our review indicated that many of the Center's work projects had furnished only a limited amount of the vocational training necessary to provide corpsmen with entry level occupational skills. Following is a schedule of work projects which were completed during calendar year 1967 and the corpsman man-months spent on each.

Schedule of Work Projects Completed
in Calendar Year 1967

<u>Project</u>	<u>Corpsman man-months</u>
1. Center maintenance	48
2. " recreation	7
3. " beautification	48
4. Bureau assistance project	69
5. Small community projects	42
6. " conservation projects	58
7. Center street drainage	8
8. " sidewalks	7
9. " maintenance shed	35
10. " road	11
11. Timber stand improvement	48
12. Ceremonial grounds	52
13. Center incinerator	4
14. Boundary fence	108
15. Fire fighting	25
16. Revegetation of logged areas	58
Total	<u>628</u>

A Center official informed us that about 157 of the 169 man-months spent on three of the above projects--bureau assistance, small community, and revegetation of logged areas--consisted primarily of common labor. In addition, it appears to us that such projects as timber stand improvements, building fences, and fire fighting (181 man-months) offer only limited value toward producing marketable skills. These six projects (338 man-months) accounted for 54 percent of the total 628 man-months spent on the work projects.

An examination of the revegetation of logged areas project, which was completed in August 1967 and required 58 corpsmen man-months, showed that essentially all the work performed by the corpsmen assigned to the project was devoted to the use of axes, pruning saws, shovels, and related hand tools. A review of the work performed by corpsmen assigned to the work experience program during the 3-month period February 12 through May 10, 1968, showed that about 53 percent of the total time was spent in basic forestry work which appeared to afford little skill training.

In addition to examining the forestry activities, we examined into the work being performed by the 14 corpsmen enrolled in the Center's automotive maintenance program. Our examination showed that a substantial amount of corpsmen's time was devoted to low-level training.

A total of 2,478 hours of automotive maintenance training was received by the 14 corpsmen since their enrollment in the program, of which 1,554 hours, or about 63 percent, had been spent in preventative maintenance or general maintenance which included such things as cleaning and washing vehicles, oil changes and lubrication, tire repairs, and dispensing gasoline. Additionally, a total of 505 hours had been spent by three corpsmen in dispatching vehicles used by Center officials. According to the records, of the 2,478 training hours, only 186, or about 8 percent, had been spent on such training as engine repair, clutch repair, or similar work. The

remaining 233 hours constituted primarily corpsmen leader and instruction time.

Although we recognize that work of the above nature can develop favorable work habits, we question the utility of such assignments toward providing corpsmen with the vocational training necessary for the development of entry level occupational skills in occupational areas above the helper or laborer categories. For example, although the experience of the corpsmen in the automotive maintenance program appears to qualify them for employment in a service station for general-type tasks, it is not clear that this experience provides an adequate beginning toward automotive maintenance careers.

Assignment of corpsmen to vocational training

The Center's emphasis on the need for completing work projects had resulted in assigning many corpsmen to work projects without regard to their particular training needs or desires.

Work program policies provided that, although corpsmen could be rotated among the various tasks of a given work project to provide a variety of skill training opportunities, their time be concentrated on those tasks most closely related to the skill-training requirement of their chosen vocational curriculum.

The available records of the work experience of corpsmen while at the Center showed, however, that many of the corpsmen worked on a variety of different tasks without, in many instances, concentrating on those tasks most closely related to their chosen vocational program. For example, one corpsman who stated a preference for welding on December 4, 1967, had accumulated only 8 hours of welding through May 3, 1968, while most of his time had been spent in forestry work using primarily an axe, pruning saw, and related hand tools. In another instance, a corpsman who chose carpentry as a vocation in November 1967, spent 40 hours in that vocation during the period January 26 through May 3, 1968, and 177 hours in forestry, principally using an axe.

Our examination of the work being performed by corpsmen assigned to two work projects which were in progress at the time of our review revealed similar conditions. For example, of 39 corpsmen assigned to one of the work projects, all but three were performing basic forestry work, such as using hand axes. According to the records, however, only five of the 39 corpsmen had chosen forestry as a vocational training curriculum. Of the 18 corpsmen assigned to the other work project which we reviewed, 16 were also performing basic forestry tasks. According to the records, however, only two had chosen forestry as a vocational training curriculum.

Our interviews with corpsmen further indicated that many of the corpsmen generally were not being assigned to the vocational training programs of their preference. For example, of the 46 corpsmen whom we interviewed, 35, or about 76 percent, stated that there were other jobs for which they preferred to train. Of the 46 corpsmen, 20 stated that they were not sure or were not interested in obtaining a job in the occupation for which they were receiving training.

Center officials advised us that, in order to expedite completion of work projects, corpsmen were often assigned to projects which did not provide skills training closely related to their chosen vocational curriculum. Several key officials, including the deputy director for work, the forester, and the vocation-education coordinator, stated that the overemphasis placed on work project production allowed too little time to properly train corpsmen in many of the vocational programs.

One official stated, for example, that the work projects should be abolished or at a minimum substantially reduced to permit adequate time for training the corpsmen. The deputy director for work stated that the evaluation of the work department's activities was based primarily on the value of completed projects. He advised us that, in order to complete some of the projects within the time allowed, he had to utilize the best corpsmen available with little regard to training other corpsmen.

We were unable to make an overall determination of the extent to which corpsmen had changed their vocational training preference or the extent to which corpsmen had not selected programs because the Center had not maintained complete records showing this information. However, Center officials stated that, because of the low educational levels and maturity attained by the corpsmen, many had frequently changed their preference of vocational training and that many others had not decided what training they preferred.

These officials stated that corpsmen had not only walked off the job and changed their training preference on many occasions when instructed to perform tasks not to their liking, such as cleaning mud from heavy equipment or sweeping shop areas, but also had frequently changed their preference for vocational training when it became apparent to them that they lacked the reading and math abilities required to perform the more complex tasks of the skill.

We noted that on April 17, 1968, Center officials could not identify the training programs to which 83 of the 173 corpsmen on board at that date were assigned. The deputy director for work advised us that these 83 corpsmen included either corpsmen whose preferred vocational training was not known at the time or corpsmen who changed their preference so often that he did not know from one day to the next what program they were enrolled in.

Absences from education classes

The emphasis placed on the work program has also contributed to absenteeism from educational classes. In some instances, corpsmen were repeatedly excused from classes to participate in the work program although their educational progress had been minimal.

The Center followed the practice of excusing all classroom absences when the whereabouts of the corpsmen were known and had been authorized. Unexcused absences were reported for appropriate disciplinary action. The principal-teacher advised us that, although attendance records for unexcused absences were prepared on a daily

basis and reported to the corpsman supervisor for disciplinary action, the records were not retained. Because of this, we requested that records of all absences during parts of April and May 1968 be retained for our review.

Our examination of these records showed that, during a 2-week period in April 1968, the period for which these records were retained, unexcused absences from educational classes amounted to about 4 percent of the total class time. Records showing excused absences during the period April 22 through May 17, 1968, indicated that such absences amounted to approximately 28 percent of the total class time.

Our review further showed that several corpsmen had been excused from educational classes on many occasions although their progress in the education program had been minimal. We noted that, although most of the 176 corpsmen who had been enrolled in the reading program as of May 2, 1968, had recorded some initial gains in their reading skills, 13 of the 176 had made no progress during the 6-month period prior to May 2, 1968, including five who showed no improvement in more than 10 months. In several of these cases, the corpsmen had been repeatedly absent from classes.

Although we were unable to determine the overall extent of these absences due to the lack of records and reports reflecting this information, our discussions with Center officials indicated that the temporary reassignment of several corpsmen from educational classes to the Center's work program was not unusual, especially toward the end of the fiscal year when completion of the work projects in progress had to be expedited. We noted that several corpsmen, who had recorded little improvement in their reading skills, had been frequently excused from classes on a temporary basis for such purposes as driving vehicles or operating certain equipment needed on work projects. Also two corpsmen whose progress in education had been minimal were permanently excused from attending educational classes.

One of these corpsmen entered in reading program in milestone¹ two on June 22, 1967, and reached milestone four of the beginning reading program on September 19, 1967. He made no further progress through May 2, 1968, the date of our review, because he had been excused from attending classes during the 7-month period. The principal-teacher advised us that this corpsman had been excused from attending all educational classes since September 25, 1967, because he stated that he did not want to attend those classes and that, if he was not excused from them and allowed to devote his time entirely to the work program, he would resign from the Job Corps.

In a similar instance, another corpsman entered the reading program on August 11, 1967, at milestone 10 and reached milestone 12, about grade 5.5, on October 6, 1967. He made no further progress from October 6, 1967, to May 2, 1968. The principal-teacher also informed us that this corpsman had not attended classes since February 15, 1968, because he had been permanently reassigned to the work program.

¹Milestones (16 in the basic reading program and 13 in the math program) are used by OEO to record the progress of corpsmen. A progress point on which promotions and pay raises are based is awarded for each milestone attained. A reading milestone is generally equivalent to about half of a traditional grade level.

Length of certain vocational training programs

Our review showed that successful completion of the Center's vocational training programs would not only require substantially longer than the length of stay of many of the corpsmen but would, in some instances, require more time than could be devoted to such training during the full 2-year residency authorized by the Economic Opportunity Act.

During the first 30 days of a corpsman's residency at the Center, his vocational training consisted primarily of orientation and exposure to the various on-the-job training programs available. During this period, vocational training consisted primarily of work assignments in the basic forestry program for familiarization with the work program and for instruction in tool use and safety.

Upon completion of this orientation period, corpsmen should have been assigned to an on-the-job training program of their choice. However, some corpsmen were not assigned to their preferred training program for as long as 4 or 5 months after their arrival at the Center for such reasons as the lack of work projects providing the desired training tasks and the overenrollment of corpsmen in the preferred program.

Approximately 47 percent of the corpsmen who entered the Center during calendar year 1967 terminated in less than 90 days after their arrival. It is evident, therefore, that, based on the 30-day vocational orientation of incoming corpsmen together with the weekly rotation of corpsmen between the education and work programs, the maximum vocational training which those corpsmen could have received was limited to about 30 days in addition to the essential orientation program. Also, because of delays in assignments, some corpsmen terminating within 90 days of their arrival at the Center could receive no specific vocational training, other than in basic forestry.

In addition, an examination of three of the vocational training programs, which included about two thirds of the

corpsmen enrolled in all the on-the-job programs on May 17, 1968, showed that, although a corpsman could devote about 1,768 hours--excluding illness, home leave, and other absences--to vocational training during a 2-year residency at the Center, successful completion of those programs would require 2,000 to 2,848 hours. The programs we reviewed and the time required to complete them are listed below.

<u>Program</u>	<u>Maximum hours for training</u>	<u>Hours required for completion</u>
1. Auto maintenance	1,768	2,689
2. Basic forestry	1,768	2,848
3. Carpentry	1,768	2,000

Our determination of the hours to complete the above programs was based on discussions with responsible Center officials. These officials advised us that the hours required to complete the programs were determined on the basis of the training which they believed was necessary to obtain entry level employment in each of the occupations.

The Center director advised us that he was not aware that on-the-job training programs such as those discussed above required more time for completion than was available for such training. He stated, however, that the programs were an integral part of the Center's work projects program and provided work experience for the corpsmen in developing good work habits and attitudes.

Records showing the number of corpsmen who had successfully completed the vocational training programs at the Center were not generally available. However, a responsible Center official advised us that few corpsmen had completed any of the Center's programs with sufficient knowledge and job skills to obtain and hold a job at the entry level of the occupation above the helper or laborer categories.

Evaluations of Center's
programs by OEO

Evaluations by OEO have been critical of the Center's emphasis on completion of work projects. A report dated August 8, 1967, on an OEO evaluation contained the following comments:

"*** The Work Department has a plan on paper for assigning Corpsmen to projects based on the individual Corpsman's needs, capabilities and desires for skills and training. In many cases, they are not operating according to this plan. Some of the factors interfering with this planned assignment of Corpsmen are: (1) high rate of Corpsmen turnover, (2) rigid completion deadlines for work projects, (3) demand for the few Corpsmen leaders and drivers, and (4) poor planning by the Work Department. ***"

* * * * *

"*** The Work Program presently appears to be a work production oriented program being carried out as a separate operation. ***"

A report dated February 16, 1968, on a later evaluation by OEO included the following comment:

"*** Scheduling of Corpsmen to work projects has been based more on work program needs, with not enough emphasis and attention given to developing and implementing a good, planned scheduling system based on Corpsmen desires, capabilities, and needs ***."

In reply to the August 8, 1967, report, the Center disagreed in part and stated that in its opinion the failure of some corpsmen to receive training in accordance with their individual plans was the result of a constant need to adjust the corpsman's program to conform with his

demonstrated aptitude and limitation. Nevertheless, certain actions were taken to improve the program, which included the appointment of a vocational coordinator and development of lesson plans.

In reply to the February 16, 1968, report, the Center stated that emphasis was now being placed on the instruction of corpsmen.

Changes required by agency Task Force Report

Job Corps and the Departments of Agriculture and the Interior recognized that weaknesses and deficiencies existed in the training of corpsmen at conservation centers and through a joint effort considered means for improvement. On May 2, 1968, a Civilian Conservation Centers Program Task Force Report was issued, which contained a number of new program concepts and policies as a basis for operation of the centers. Implementation of the program changes, priorities, and policies contained in the report was to be accomplished by June 30, 1968. With respect to vocational training the report states:

"The goal of the vocational program is to teach skills to the individual corpsman which will directly aid them in placement and enhance his ability and advance in a job. The major emphasis is to teach vocational skills which are directly related to the work program of the individual center. Specialized vocational training not related to work projects or center operation assignments, can be implemented with the prior approval of the responsible Department and the Associate Director, Civilian Conservation Centers."

* * * * *

"The vocational training program will receive major emphasis by the cooperative efforts of the Departments and Job Corps to strengthen the program.

"In addition to the regular vocational program and certain approved specialized vocational programs, such as the small appliance repair courses, several additional advanced vocational training programs will be implemented in existing centers. These programs will be similar to the heavy equipment program at the Jacobs Creek Center. They will cover advanced training in Heavy Equipment, Carpentry, GED [a high school equivalency program] and training for government service including entrance into military service."

The report states also that the main thrust of the training program will be toward occupational areas above the helper or laborer category. In keeping with this decision, Job Corps issued training standards detailing the minimum proficiency attainments required in the occupational areas of (1) automotive service mechanic, (2) construction carpenter, (3) cook, (4) heavy equipment operator, (5) masonry, and (6) welding. Also, since these training programs were to be established within the context of the goals of the conservation centers' work projects programs, Job Corps, in August 1968, issued a Work-Vocational Training Manual. The purpose of this manual is to assist the centers by providing procedures and guidelines to (1) analyze work projects for their training opportunities, (2) plan and implement the training, and (3) evaluate the accomplishments of training.

Conclusions and agency comments

On the basis of our review, we believe that a major deterrent to the Center's accomplishment of the primary Job Corps goal--training of underprivileged youth--has been the Center's attempt to provide vocational training primarily through the use of work projects that fit the conservation work needs of the Center. Although this concept is generally in accordance with Job Corps policy, we found that, due to the nature of work available at the Center, many of the projects appeared to have limited utility toward producing skills for marketable trades. Consequently,

it does not appear to us that the use of work projects as the primary vehicle for providing vocational training would permit the Center to establish and operate an effective and intensive vocational training program as contemplated in the act.

We found also that the Center's overemphasis on completion of work projects contributed to the inability of the Center to provide corpsmen with the opportunity to participate in intensive programs of educational and vocational training, that corpsmen were often assigned to these projects without regard to their vocational needs or desires, and that it was not unusual for corpsmen to be excused from educational classes to expedite completion of these work projects without due regard to their need for educational training.

The criteria established in the May 1968 Task Force Report and supporting issuances appear to represent worthwhile improvements in policies and concepts for providing vocational training at conservation centers.

Our perusal of the various occupational standards issued by Job Corps indicates, however, that, in order to accomplish the minimum requirements for program completion in these occupational areas, corpsmen will need an opportunity to take part in intensive classroom and work-experience programs directed specifically toward development of the knowledge and technical skills needed beyond the helper and laborer category. It appears to us that the work projects available at the Eight Canyon Center, calling for significant amounts of work in the helper and laborer category, represent a serious impairment to the potential for providing the intensive vocational training envisioned in the Task Force Report.

We recognize the value of conservation work in itself and the value of the conservation work projects toward developing good work habits in corpsmen. However, to provide programs of maximum benefit to the corpsmen, we believe that it is necessary to emphasize intensive vocational programs directed specifically toward development

of marketable skills in corpsmen through intensive classroom training and related work experience and possibly through the development of work projects which are specifically attuned to the development of vocational skills.

Accordingly, we proposed that the Job Corps and the Bureau of Indian Affairs institute specialized vocational training programs at the Center which are directed specifically toward the development of knowledge and skills necessary for occupational areas beyond the helper and laborer categories. We agreed with the concept of the Task Force Report that work projects be closely attuned to developing such knowledge and skills; however, where work projects cannot provide such necessary training, we proposed that they be included in the corpsman's curriculum only to the extent needed to develop good work habits and that major emphasis be placed on intensive vocational training which would provide a corpsman with skills that would aid him in job placement and in enhancing his ability and advancement in a job.

In commenting on our findings and proposals by letter dated November 5, 1968, (see app. IV) the Acting Director, OEO, stated, in part, that:

"The need for a total restructuring of the Eight Canyon Work program to provide for the proper implementation and distribution of skills training has been recognized and is being accomplished. The emphasis placed on work accomplishments at any center at the expense of the corpsmen's education is inexcusable and will not be tolerated within the Job Corps program.

"The Eight Canyon Center, which has been beset with operational problems on numerous occasions, is not representative of the Job Corps Civilian Conservation Centers program.

"The Vocational Training Program, like many other aspects of the total program, is being adversely affected by external factors which are beyond the control of the Center.

"This Center, along with the other seventy-four federally-operated centers, has been consistently hampered because of staff shortages, personnel freezes imposed by the Congress, Bureau of the Budget, etc. These staffing problems have seriously restricted the effectiveness of the Job Corps Civilian Conservation Centers program. Project planning and implementation have also been seriously hampered by the delay of congressional appropriations and internal dissemination of funds. These factors, along with all of the other external pressures connected to a new program such as this, must be recognized as contributing to the program deficiencies.

"The recommendation to supplement the work program with specialized vocational training at this Center raises some additional questions. We have ample evidence that work projects will provide the necessary skills training to assure the employability of the corpsmembers. The weakness at this Center was not the lack of availability of the right type of project, but rather one of failing to adequately plan the work program to provide for skills training. When proper work experience projects are available, specialized vocational programs should be utilized only to the extent necessary to cover climatic or geographic problems. In short, the work projects are to be planned to produce corpsmen skills rather than work accomplishment. This does not diminish the need to benefit the natural resources as a by-product of our primary mission."

The Director of Survey and Review, Department of the Interior, advised us by letter dated December 11, 1968 (see app. V), that the Job Corps Work-Vocational Training Program Manual was issued in August 1968 to comply with the Task Force Report recommendation that conservation centers provide corpsmen with vocational training intended to directly aid them in obtaining jobs and in enhancing

their ability to earn advancement when employed. The Director advised us also that this policy change was in the process of being implemented in all Interior Job Corps conservation centers and that such implementation was on schedule.

Further, the Director stated that this change in concept would provide a dual role for the Job Corps conservation centers by providing on-the-job training opportunities for disadvantaged youths in actual work activities which are directed toward conserving and developing the natural resources and recreational areas of the Nation as well as classroom-oriented vocational training for apprentice or tradesman fields in the laboring forces when they leave the program.

We agree that recognition should be given to the fact that there have been certain external factors beyond the control of OEO which have adversely affected the operation of the Job Corps Civilian Conservation Centers program. The degree to which the program deficiencies can be attributed to these external factors is not fully quantifiable; however, with respect to the Eight Canyon Center, we believe that the deficiencies noted are primarily attributable to management weaknesses.

Although we believe that the actions taken by the agencies represent worthwhile improvements in policies and concepts for providing vocational training at conservation centers, it appears that the policy of utilizing the conservation work projects as the primary vehicle for teaching vocational training will remain in effect. Therefore, since our reviews at this Center and other conservation centers have resulted in serious questions as to efficacy of this method, we have considerable doubt that the actions taken by the agencies can be sufficiently responsive to these questions as to warrant continuance of the Job Corps conservation center program at its present level.

Recommendation to the Director of OEO

If the Congress decides to continue the conservation centers either at present capacity or at the reduced capacity planned by the Administration, we recommend that

OEO, in consonance with other Government agencies having cognizance for the operations of conservation centers, re-examine the current policy of providing training primarily through conservation work projects with a view toward taking such actions as may be required to develop a vocational training program which will permit corpsmen to develop skills needed for worthwhile employment in occupations above the helper or laborer category.

NEED FOR IMPROVEMENTS IN THE ACADEMIC TRAINING PROGRAM

There has been a lack of emphasis on the academic training program at the Center which has reduced the opportunity for corpsmen to achieve their maximum academic potential. In commenting on the emphasis placed on completion of work projects (see pp. 22 to 24), we discussed the consequent effect this emphasis had on academic class absences by corpsmen. We also found evidence of excessive class absences by instructors.

Another factor which appeared to limit the opportunity for corpsmen to obtain the maximum benefit from Center training was the Center's practice of assigning corpsmen to on-the-job vocational training programs in instances where they had not yet achieved the level of education presumed to be needed to successfully participate in such programs.

Enrollee academic progress

The objective of the basic education program, as stated in the Civilian Conservation Center Manual, was to raise each individual to a level of skill in those areas necessary for most forms of employment. The minimal goal was to raise the corpsmen to about a seventh grade level. In addition, as many corpsmen as possible were to be encouraged to participate in the General Education Development Testing Program (a high school equivalency program).

Basic education primarily comprises four programs--reading, mathematics, language and study skills, and the world of work. The Job Corps utilizes the program method of instruction as it allows each corpsman to begin at his own level and to proceed at his own pace. Additional educational programs include instruction in health, driver education, the academic aspects of vocational training, and recreation and physical education.

To review the enrollee progress made in the basic education program, we selected the reading program for

detailed review. The reading program is divided into three major segments--beginning, graded, and advanced. Each corpsman is assigned to one of these segments according to his reading skill as measured by placement tests. Although the Center retained certain records showing the reading progress of terminated corpsmen, in many instances the data was incomplete and would not permit a determination of the progress made by those corpsmen. In view of this situation, we selected all corpsmen on board at the Center on May 2, 1968, who were enrolled in the reading program at this date (176 corpsmen), and reviewed their progress from their entry into the reading program.

Our review showed that 111, or about 63 percent, of the corpsmen entered the reading program at the beginning level, equivalent to a traditional grade of three or less. Of the 176 corpsmen, only 17, or about 10 percent, entered the program with skills equivalent to a traditional grade of five or above.

An analysis of the reading progress made by the 176 corpsmen as of May 2, 1968, showed that most of the progress was recorded by corpsmen who had been at the Center for 6 months or longer. For example, at the time of our field review, 46 of the 176 corpsmen had been in the reading program 90 days or less and over half (24) of those corpsmen had made no progress in their reading skills. The 22 remaining corpsmen had, in most cases, made gains of about one or two milestones. Of 64 corpsmen who had been in the reading program from 6 months to 1 year at the time of our field review, 61 had improved their reading skills by an average of about five milestones, including 14 corpsmen whose improvement reportedly ranged from eight to 14 milestones.

At the time the 176 corpsmen entered the program, their average traditional reading level was about the second grade. At the time of our field review, the 176 corpsmen had advanced to an average grade of about 3.5. Seven of the corpsmen had attained a reading level of grade 7 or above, the Job Corps objective for this area of training.

The 1967 amendments to the Economic Opportunity Act state that Job Corps centers shall, to the extent feasible, provide opportunities for qualified enrollees to obtain the equivalent of a certificate of high school graduation. Center officials advised us that, prior to February 1968, the Center did not have an active program for this training primarily because of the lack of qualified enrollees. These officials stated, however, that the Center established a program in February 1968 and corpsmen who had attained a Job Corps grade reading level of seven, completed the basic mathematics program, and attained a score on the Stanford Achievement Tests which indicated an education level sufficient to undertake the necessary training were accepted into the program. Eight corpsmen were enrolled in the program at the time of our field review.

On the basis of an experimental program that was field tested at six Job Corps centers, OEO, on April 1, 1968, issued a revised curriculum and established minimum requirements for entering the program in order to limit it to those corpsmen likely to benefit. For acceptance into the program, a corpsman, as a minimum, must have (1) satisfactorily completed the Job Corps basic education program, (2) expressed the desire and willingness to participate in the program, and (3) achieved average reading and mathematics scores of 6.0 on the advanced battery of the Stanford Achievement Test.

Our review of the qualifications of the eight corpsmen enrolled in the Center's high school equivalency program on April 9, 1968, showed that none of the corpsmen met the minimum requirements instituted by OEO on April 1, 1968. The principal-teacher at the Center advised us that, in view of these requirements, the training of the eight corpsmen would be discontinued pending improvement of their educational levels to the minimums suggested for successful completion of the program.

Absenteeism

A significant indication of the low emphasis placed on academic training was the evidence of excessive

absences on the part of both corpsmen and instructors from classes and of low levels of attention during class sessions. Center records were not adequate to fully determine the extent of corpsmen absences; however, for a test period during our review, we found that corpsmen absences amounted to about 32 percent of class time--4 percent which had not been excused and 28 percent which had the approval of the Center. As discussed on pages 22 to 24, it appeared to be the policy of the Center to excuse corpsmen to work on conservation projects.

During our site review we also noted on numerous occasions that varying numbers of corpsmen assigned to educational classes spent a certain amount of their time asleep with their heads on the desks. In some instances, the classes were attended or supervised by the instructors; however, in other instances, the classes were unattended. Therefore, we examined into the extent to which classes were generally unattended by instructors for a 2-week period during April 1968.

About 35 percent of the class hours scheduled during that period were not attended or supervised by instructors because the instructors were engaged in other activities--such as printing the Center's newspaper, attending required meetings, administering tests--or were on annual or sick leave. In one instance, an instructor scheduled to teach seven classes of reading and math per day had not attended a class in about 4 weeks because he had been assigned the responsibility of administering Stanford Achievement Tests to the corpsmen.

The Center director advised us that it was common for 30 percent or more of the combined instructor time to be absorbed in detail assignments outside the classroom because of the lack of sufficient staff to perform those duties.

Rotation of corpsmen with low academic levels between education and work experience programs

Job Corps' policy of rotating corpsmen between education and work experience programs may prevent some

corpsmen from successfully undertaking vocational training, because their academic achievement levels are inadequate upon their arrival at the Center for successful participation in many of the on-the-job training programs.

Job Corps policies required the conservation centers to equally divide corpsmen time between education and work experience programs. The policies provided that at 200-man centers, such as the Eight Canyon Center, 85 percent of the gross corpsman time be so divided and the remaining 15 percent be absorbed by Center operations, such as kitchen and dormitory duties. The Center carried out this policy by assigning the corpsmen to the education and work experience programs on an alternating week basis.

Job Corps has recognized that academic levels equivalent to traditional grade five or above are necessary to obtain benefit from vocational training. The Chief, Job Corps Curriculum Development Branch, advised us that Job Corps had found that the experience of various vocational training institutions showed the necessity for this educational equivalency in order to obtain profitable vocational training. OEO has published a Job Corps handbook which prescribes the required level of academic training for entry into the vocational courses at all men's urban centers. OEO noted, however, that at times it would be appropriate for the urban centers to waive the requirements, subject to approval by OEO.

The entry requirements prescribed in the handbook for educational eligibility criteria were considerably higher than the levels attained by the majority of the corpsmen included in our sample at the Eight Canyon Center.

For example, although the handbook prescribed reading skills equivalent to grade five and above for entry into many of the vocational courses which were similar in title to the on-the-job programs offered at the Eight Canyon Center, our review of the reading levels of all corpsmen on board at the Center on May 2, 1968, showed

that only 17 corpsmen, or about 10 percent, had entered the Center with reading skills equivalent to a traditional grade of five or above. Moreover, 111 of the corpsmen, about 63 percent, had entered the Center at reading levels equivalent to a traditional grade of three or less. According to OEO, corpsmen with reading skills equivalent to grade three or less are functionally illiterate.

We were advised by a Center official that, because of the generally low educational levels attained by incoming corpsmen, minimum educational levels had not been required for entry into most of the on-the-job training programs at the Center. This official advised us further that minimum educational levels were established when the Center was activated in March 1966 but that such requirements were abandoned prior to July 1966 when it became apparent that most of the incoming corpsmen could not qualify for many of the training programs.

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The Task Force Report on May 2, 1968, reemphasizes the need for a quality educational program at conservation centers and establishes minimum requirements for program completion. These requirements include completion of: milestone 14 in reading (grade equivalent 6.5), the basic mathematics program (equivalent to about a seventh grade level), the world of work course, and the language and study skills course through area 5.

Conclusions

Considering the academic levels of corpsmen upon arrival at the Center and the subsequent gains attained, it does not appear reasonable to expect that the corpsmen could achieve necessary educational improvements under the conditions which existed at the Center.

On May 2, 1968, Job Corps, through the Task Force Report, established new policies and concepts for the operation of conservation centers including minimum requirements for graduation which we believe cannot

generally be met by Center corpsmen under existing conditions. For example, educational levels equal to about grade 6.5 are now necessary for satisfactory completion of the Job Corps program. We believe that, in order for corpsmen to meet this requirement, the Center must develop practices and procedures which will effectively minimize the absences of corpsmen from academic classes and ensure the operation of orderly classes presided over by qualified instructors.

We believe also that OEO should examine methods of providing corpsmen with required academic training prior to their assignment to vocational training. One method of accomplishing this would be to require those corpsmen who have low academic level to attend daily educational classes uninterrupted by rotation to the work program until their academic levels have reached the minimum necessary for profitable vocational training.

It may be argued that some of the youths entering the Job Corps program have already rejected a straight academic program. However, considering the retention rate at the Center wherein about 70 percent of the corpsmen remained less than 6 months during calendar year 1967, experimentation in this area would not appear to represent a significant risk of adversely affecting the drop-out rate. Also, since the basic objective of the Job Corps program is to prepare youths for productive employment and responsible citizenship, an intensified program of basic education is necessary in order for the youths to successfully undertake vocational training.

The development of an imaginative, intensive academic program to prepare youths for later vocational training would also appear to be in keeping with the legislative provision that Job Corps contribute "to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies."

Recommendations to the Director of OEO

In order that corpsmen may have the opportunity to realize their maximum academic potential, we recommend

that OEO require that the director of the Eight Canyon Center place greater emphasis on this aspect of the corpsmen's training by establishing procedures and practices which will minimize class absences by both corpsmen and instructors and provide for more intensive training during classes.

Also, in order that corpsmen may receive maximum opportunity to benefit from vocational training, we recommend that OEO consider appropriate methods for providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in vocational training programs before their assignment to such programs.

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The Director of Survey and Review, Department of the Interior, advised us of a number of specific actions taken by the Eight Canyon Center in an effort to reduce class absences by corpsmen and instructors. (See app. V.) We believe that the actions taken should, if adequately implemented, significantly reduce the rate of corpsman and instructor absences at the Center.

Regarding our proposal for providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in the vocational training program, the Director of Survey and Review stated that:

"*** mandatory requirements for corpsmen's education scheduling and program completion have been instituted. The reading program is being emphasized with all low-achieving corpsmen scheduled for two hours of reading per day during the education week and one hour of reading per day during the work week. Additionally, a new corpsman entering a conservation center is processed through a 30-90 day orientation period wherein his academic level, physical ability, behavioral pattern, etc., is determined. Based upon the orientation period determinations, the corpsman's preferences, and the work projects available, he is assigned to a particular vocational

program where it can be reasonably expected that such training will be productive."

In commenting on this matter the Acting Director, OEO, stated that:

"Again, this recommendation should be related to staffing problems and give full consideration to the fact that the corpsmen have previously failed in a total academic situation. These young men do not have the attention span needed for intensified education. The balance between work experience and education has a favorable effect.

"The recommendation to improve the education program would implement a system that would keep a corpsman in a basic education system until his educational level reached a prescribed base before he would be allowed to participate in the vocational training program. This could well mean disaster to the Civil Conservation Centers program, as the primary interest of most corpsmen is to acquire job skills as well as educational advancement. The two are locked together hand and glove. Admittedly, the corpsman's dreams and aspirations cannot be quickly met, nor can he be started above the simple tasks of learning to use simple hand tools. A corpsman must start his academic training and vocational training at about the same time as a means of maintaining interest and to give him a sense of accomplishment. The assignment of a corpsman to menial tasks for an extended period of time discourages the corpsman and we frequently lose him. The key lies in the assignment of progressively greater challenge in skills training and responsibility as he masters the basics. Conducting a basic education program in isolation from the work program would, in our opinion, produce negative results.

"Each corpsman has individual problems that must be dealt with, sometimes in innovative ways. We

must allow the freedom to exercise options with individuals and support this to a maximum through individual goal setting and use of the Training Standards."

We recognize that there may be problems associated with the implementation of our proposal; however, we do not agree that it would spell disaster to the Civilian Conservation Centers program. On the contrary, we believe that it could help to strengthen it.

For example, during our review of the Atterbury Job Corps Center, we were informed that certain changes had been made in the general education program because a lack of interest and motivation in the program was recognized as a contributor to the nongraduate termination problem. In a document provided us by the Center director of the Atterbury Center it was stated that:

"A Pre-Vocational program was initiated. Our studies showed that many Corpsmen, whose entering reading level was less than the 4.0 grade, were falling behind, losing interest, and dropping out of our program prior to course completion due to this lack of reading comprehension. Since the curricula in all of our vocational courses is geared to a 4.0 reading level or above, these Corpsmen had extreme problems in comprehending written work sheets and job sheets in the shop. Because of this difficulty, they became discouraged, lost interest and left the Center.

"The Pre-Vocational program is aimed at rapid development of an enrollee's reading skills to above the 4.0 level so he may compete effectively in the mainstream of our training program. Beginning in October 1967, all entering enrollees with reading levels below 4.0 were assigned to the Pre-Vocational program. Some 21% of the entering enrollees are in this category. The Pre-Vocational program has made a strong

contribution to reducing the non-graduate terminations at the Center."

We believe that the implementation of this program at the Atterbury Center, which has been in effect for over a year, affords OEO an opportunity to analyze its success with a view toward implementing a similar program at conservation centers. The value of such a program at conservation centers seems to be increased as the conservation centers receive more corpsmen with higher achievement levels under the revised assignment procedures adopted in November 1968. (See p. 8.)

NEED TO IMPROVE COUNSELING PROGRAM

The counseling program carried on at the Center had not been conducted on a regularly scheduled basis, records of counseling sessions had not been maintained, and the corpsman advisory system, for the most part, had not been effective.

Two professionally trained counselors are assigned to the Center and are responsible for testing, individual and group counseling, coordination of the corpsman advisory system, and initiating placement and graduation procedures for each corpsman. Under the corpsman advisory system, each corpsman is assigned a staff advisor who is responsible, in part, for helping him choose a specific training goal and for monitoring his progress in education, personal development, and work performance through regularly scheduled meetings.

Professional counseling

The counselors at the Center are responsible for planning, developing, and implementing a professional counseling program to include continuing vocational, educational, and social adjustment counseling for all corpsmen. Section 101 of the Economic Opportunity Act, as amended, provides that a program of intensive counseling be carried on at the Job Corps centers.

The supervisory counselor at the Center advised us, however, that, because of time limitations, regularly scheduled interviews with individual corpsmen had not been held. He stated that most of the individual counseling was the result of referrals by other staff members or instances where corpsmen came to the counselors with particular problems. Of the 46 corpsmen we interviewed, 37 stated that they could obtain counseling whenever they wanted it. This official advised us also that his participation in group counseling was limited to discussions with new corpsmen upon their arrival at the Center and again approximately 30 days thereafter.

Our review of the individual corpsmen's files showed that records of counseling sessions generally had not been maintained. We reviewed the personnel files of all corpsmen on board at May 20, 1968 (193 corpsmen), and noted that counseling records had been prepared in only nine instances. In each of these instances, the discussions were concerned primarily with the corpsman's desire to return home. In this regard, the principal-teacher advised us that corpsmen had been referred to counseling at various times because of their lack of educational progress and uncooperative attitudes. This official stated, however, that he had not been routinely informed of the results of the counseling sessions nor had he been provided with a recommended course of action to improve the progress of the corpsmen involved.

The supervisory counselor stated that he did not keep records of individual counseling sessions because he did not believe that they were necessary. He stated further that records of group counseling were not kept because, in his opinion, about 90 percent of the discussion carried on in those sessions was irrelevant. He stated that his assistant occasionally prepared records of individual corpsmen interviews.

Corpsman advisory system

The management and operation of the corpsman advisory system is the responsibility of the corpsman advisor coordinator, who is also the supervisory counselor, and the individual corpsman advisors. The corpsman advisor coordinator is responsible for the overall administration of the system, including selection of the staff advisors, assignment of new enrollees to the advisors, and orientation and training of each advisor.

Corpsman advisors are drawn on a voluntary basis from the Center staff of resident workers, cooks, maintenance personnel, instructors, work leaders, and administrative clerks. At the time of his appointment, each advisor is furnished with a handbook explaining the corpsman advisory system. Their duties as advisors include helping new enrollees define their vocational and

occupational goals, explaining the Center's system of pay and promotions, monitoring the corpsman's overall progress at the Center, awarding promotion certificates, and preparing placement portfolios for each corpsman. These duties were being carried out at the Center primarily by means of regularly scheduled biweekly meetings with the corpsmen.

At the time of our field review, the Center had assigned all corpsmen on board to 24 corpsman advisors. We interviewed 12 of the 24 advisors concerning their functions and responsibilities as advisors to the corpsmen assigned to them. Following is a summary of some of the responses we received from the 12 corpsman advisors whom we interviewed:

1. Six of the 12 interviewed had not received instruction on how to implement the corpsman advisory system.
2. Five advisors did not help new enrollees choose their vocational goals. One of these advisors did not help the corpsmen choose vocational goals because he was not aware of the Center's criteria for allowing corpsmen to enter particular vocational programs. Of the 46 corpsmen whom we interviewed, 25 stated that neither the counselors nor the corpsman advisors had helped them plan for courses and training needed in obtaining a job.
3. Six of the advisors did not advise the corpsmen on habits of behavior and appearance needed for successful job performance.
4. Eleven of the advisors did not monitor the corpsmen's progress during their stay at the Center generally because the necessary records were retained by the corpsman advisor coordinator.
5. Three of the advisors did not report corpsmen's absences from the biweekly meetings to the corpsman advisor coordinator. One advisor had not

reported absences because the corpsman advisor coordinator had not asked for such information.

6. Ten of the advisors kept no records of the bi-weekly meetings.
7. Eight of the advisors did not consult with the corpsmen concerning the corpsmen's readiness to leave the Center and obtain employment or return to school.
8. Eleven of the advisors generally did not know which corpsmen were assigned to them because they were not furnished with the names of new enrollees arriving at the Center or of those corpsmen who terminated since the last biweekly meeting.
9. Only three of the advisors believed that the corpsman advisory system had any significant value. Other advisors stated that the system had limited or no value to the corpsmen.

In addition, several of the advisors stated that they needed more information and guidance on areas to discuss at the biweekly meetings in order to retain the corpsmen's interest. Most of the advisors stated also that more privacy was needed in the meetings, because, under existing conditions, several groups of corpsmen and their advisors met in one room; on many occasions, meetings were disrupted because some groups were dismissed while other groups were still in session. Other advisors told us that more information on the purpose of the system and the advisory limitations of the staff would be helpful in improving the effectiveness of the system.

Conclusions

We believe that an orderly and systematic program of counseling is important in assisting corpsmen to make the social, educational, and vocational adjustments necessary to satisfactorily complete the Job Corps program and to obtain worthwhile employment or further training. The counseling program also provides a means by which

corpsmen may be encouraged to remain at the Center for a sufficient period of time to acquire the skills necessary to obtain and hold a good job. On the basis of our review, we believe that it is clear that the counseling program at the Center had not accomplished the above objectives.

In our opinion, records of counseling activities should be maintained in order to assist management and counselors in evaluating the effectiveness of the program, in measuring the progress of corpsmen, and in facilitating uninterrupted, consistent counseling of corpsmen in the event of personnel changes.

Recommendations to the Director of OEO

We recommend that OEO require that counseling be conducted on a regularly scheduled basis and that records of counseling sessions be maintained. Additionally, we recommend that OEO reemphasize to the centers the need to properly implement the corpsman advisory system.

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In commenting on this matter the Acting Director, OEO, stated that:

"This recommendation is well-founded and confirms our findings that the counseling system was very weak at this Center. The most valuable counseling that takes place at Civilian Conservation Centers is not of a so-called purely professional nature. It takes place in an on-going and spontaneous situation between a staffman and a corpsman and is frequently most effective in an unscheduled setting. Counseling can occur only after a receptive situation develops through acceptance and trust of the staffman by the corpsman. Every corpsman needs counseling but very few corpsmen need or can be provided the therapy counseling that this report implies.

"The Corpsman Advisory System is designed to be an adjunct to the Center counseling efforts. It is most meaningful when the corpsman perceives the advisor as a person interested in his well-being and when the corpsman can emulate the advisor. Experience indicates that a rigid system of recordkeeping can hinder this relationship since such relationship is not amenable to formula description. However, if there is an open line of communication, the advisor can assist his advisee to adjust to the new environment and clarify the goals and objectives of the Civilian Conservation Center program. The guidance needed to select a vocation is provided by the Corpsman Advisor, Counselor, and Vocational Training Coordinator. This coordination of effort is needed since the Vocational Training Coordinator is most familiar with the Center program, the Counselor is best qualified to offer guidance in making such choices, while the Advisor is most familiar with the individual. Corpsman Advisors can change attitudes and determine when the corpsman should be referred to the professional counselor. However, this referral is made only after he has done all he can for the corpsman."

We agree that few corpsmen need therapy counseling. However, we believe that the professional counselor should periodically, for example once a month, meet with each corpsman to discuss pertinent matters such as the corpsman's progress and problems in meeting his goals. We believe that this is desirable since it is the professional counselor who has the overall responsibility for the counseling program and presumably, because of his qualifications, is better equipped than the corpsman advisors to guide the corpsmen to their career goals.

Also, we agree that a rigid system of recordkeeping may be undesirable; however, we believe that the counselors and corpsman advisors should note the essential elements of discussions with corpsmen in the scheduled individual and group meetings.

We note also the Acting Director's overall comment that there were certain factors beyond OEO's control which may have adversely affected the program.

UNIFORM GRADUATING CRITERIA TO BE APPLIED

We found that the Center did not follow uniform objective criteria for graduation, with the result that a number of terminating corpsmen were classified as graduates who had not achieved acceptable standards of conduct or progress.

Prior to May 1968, Job Corps policy provided that, to be classified as a graduate, a corpsman must complete a "defined program"; however, it did not furnish the centers with specific objective standards as to what constituted a defined program. The lack of such standards has, in our opinion, deprived the Job Corps of information with which to measure the performance of the various centers, and has deprived prospective employers of the assurance that all Job Corps graduates possess the minimum knowledge and job skills necessary for successful employment.

Job Corps did establish graduation standards which were prescribed in a Task Force Report issued on May 2, 1968; and our review showed that none of the graduates reported by the Center during calendar year 1967 had achieved sufficient knowledge and occupational skills to meet these standards.

Separations from the Job Corps program are classified "completion," "medical," "administrative," "death," "disciplinary," "absent without leave," or "resignation." For his record to show "completion" or "graduate" of the Job Corps program, a corpsman must have completed a defined program during his residency at the center.

Three categories of terminations have been established by Job Corps for purposes of defining the degree of placement support and services to be provided Job Corps terminees. Category I terminees, those corpsmen who have completed a defined program, are provided continuous placement services by the regional office of jurisdiction for a period of 90 days after the date of departure from the center. Category II terminees, those corpsmen whose length of stay at the centers has exceeded 90 days but

who have not completed a defined program, are provided placement service for a period of 30 days. Category III terminees include corpsmen whose length of stay at the centers has been less than 90 days and who have not completed a defined program. Corpsmen terminating in this category are referred back to their community for placement assistance from the State and local agencies.

Prior to May 1968, Job Corps had not provided the Job Corps centers with uniform minimum requirements for the completion of a defined program. The centers were permitted to establish their own standards for classifying corpsmen as Job Corps graduates. In the absence of specific guidelines, the Eight Canyon Center developed and followed three different procedures in identifying those corpsmen who completed a defined program and thereby were considered graduates of the Center's program.

Under the first procedure, in effect from the time the Center received its first corpsmen in March 1966 until August 9, 1967, the Center classified as graduates those corpsmen who either (1) acquired a job, (2) entered other training programs such as those provided under the Manpower Development and Training Act, (3) returned to school, (4) were accepted by the Armed Forces, or (5) completed a defined program while in residency for at least 90 days.

Under this procedure, a corpsman who had been at the Center over 90 days was considered as having completed a defined program if, on the basis of the available records and consultation with the various department heads of the Center, it was decided that the corpsman had absorbed all he could from the education program (without regard to any specified level of achievement); that the training available at the Center in his chosen vocational field had been acquired; and that the job performance skills course had been completed. Completion of the job performance skills course required 10 days of satisfactory performance, while assigned to a work project, in such matters as wearing proper clothing, following instructions, and being punctual.

On August 10, 1967, the Center revised its criteria for the completion of a defined program to include completing the Job Corps basic reading and math programs (equivalent to about grade seven), in addition to acquiring the vocational training available at the Center and completing the job performance skills course required under the former criteria.

We were advised by a responsible official that this procedure was adopted in an effort to provide a more uniform basis for classifying graduates.

The Center director informed us, however, that the above criteria for completion of a defined program resulted in fewer graduations because many of the corpsmen could not complete the basic reading and math programs. Therefore, this requirement was relaxed in February 1968 to again permit those terminees who had reached their individual learning capacity in the reading and math programs to be classified as graduates.

During calendar year 1967, the Center reported 77 corpsmen as having successfully completed the requirements for graduation described above. However, our review of the records available at the Center, showing the corpsman's reading and math level attained, length of stay at the Center, and qualifications as to vocational skills, revealed that 28 of the 77 reported graduates did not meet the Center's criteria for graduation in one or more respects. We noted that, although the Center's criteria for graduation during the period August 10 through December 31, 1967, provided for completion of the basic reading and math programs, 24 of the 37 graduates reported during that period had not met those requirements and that records summarizing the vocational qualifications of four of the other 40 graduates showed that they had not satisfactorily progressed in their vocational training, although this was also a requirement for graduation.

Of the 28 corpsmen who did not meet the Center's criteria for graduation during calendar year 1967, six

failed to meet more than one of the established criteria. For example, two of the corpsmen reported as graduates not only failed to complete the basic reading and math programs, but also were in residency at the Center for less than 90 days. In four other instances, the corpsmen did not either complete the basic reading and/or math programs or make satisfactory progress in their vocational training.

Following are examples of corpsmen reported as graduates by the Center during calendar year 1967.

Corpsman A--This corpsman was 16 years old when he entered the Center's program on March 18, 1967. He terminated his enrollment and was reported as a graduate 116 days later on July 11, 1967.

The records available at the Center showed that this corpsman made very little progress in either education or vocational training. He entered the beginning reading program at milestone two and made no further progress. He entered the math program at milestone two and exited at milestone four.

This corpsman's work experience while at the Center consisted of 92 hours' training in the identification of hand tools, 4 hours' training in fire suppression, and 76 hours' training in forest-fire fighting. The corpsman's resume of qualifications, which was furnished to the OEO regional office for placement purposes at the time of his termination, contained the comment that he had little ability and was easily thwarted in educational endeavors.

Corpsman B--This corpsman was 17 years old when he arrived at the Center on August 29, 1966. The records pertinent to his training showed that he made little progress during his residency at the Center. He entered the basic reading program at milestone 11 and made no further progress prior to leaving the

Center. The resume of his qualifications contained remarks that indicated he was capable of more progress than he achieved.

On April 21, 1967, one week prior to the termination of this enrollment, he was referred to a psychiatrist for consultation. The psychiatrist's report, dated April 24, 1967, diagnosed the corpsman as having defective psychosexual development and recommended that he be returned home for follow-up psychiatric counseling.

His enrollment was terminated 4 days later, on April 28, 1967, and he was reported as a graduate.

Corpsman C- This corpsman entered the program on February 15, 1967, when he was 18 years old. The records pertinent to his termination from the Center disclosed that on September 20, 1967, he was reported as absent without leave and that 9 days later, on September 29, 1967, his enrollment was terminated by the Center and he was reported as a graduate.

Although we were unable to determine in each instance why corpsmen who did not fully meet the Center's criteria for graduation were reported as graduates, it appeared that many of the errors resulted from clerical mistakes and the failure to specifically review each corpsman's qualifications in light of the established criteria for graduation.

On May 2, 1968, prior to the conclusion of our site review, OEO furnished the conservation centers with guidelines setting forth minimum requirements for completion of the Civilian Conservation Center program. The guidelines, which were to be fully implemented by June 30, 1968, provide that, in order to be classified as Category I graduates, corpsmen must meet certain minimum requirements as to educational, social, and occupational skills.

The minimum requirements for satisfactory completion of the educational skills program include, in part, completion of the Job Corps reading program through level 7 (milestone 14), as verified by scores on the Stanford Achievement Tests, and completion of the Job Corps basic mathematics program (milestone 13). The guidelines also provide that corpsmen must be considered satisfactory by the centers in certain social/attitudinal skills, such as reliability, respect for property, appropriate appearance, cooperation, attitude toward safety, and appropriate respect for authority. In addition, corpsmen must be certified as meeting the requirements of at least one entry level job as defined in the Dictionary of Occupational Titles.¹

Under the new guidelines, Category I terminations are to include only those corpsmen who complete the conservation center program in accordance with the above minimum requirements. Category II terminations are to include all corpsmen remaining at the centers for more than 90 days without satisfactorily completing the minimum requirements, and Category III terminations are to include corpsmen who do not stay in the Job Corps program for 90 days.

Our analysis of the qualifications of the 77 corpsmen reported as graduates during calendar year 1967 showed that none of the corpsmen would have met all the minimum requirements for graduation prescribed by OEO on May 2, 1968. Although 14 of the 77 corpsmen had completed the prescribed Job Corps reading level, 10 of those corpsmen did not score satisfactorily on the Stanford Achievement Tests. Responsible Center officials advised us that none of the four remaining corpsmen would have met the minimum requirements as to entry level occupational skills.

¹The Dictionary of Occupational Titles, which is prepared by the U.S. Employment Service, Department of Labor, provides an identification of jobs, their content, and worker requirements.

Conclusions and agency comments

As shown by the above, it is doubtful that, on the basis of Job Corps minimum requirements, any of the graduates reported by the Center during calendar year 1967 had achieved sufficient knowledge and occupational skills to obtain and hold jobs with good pay and advancement potential upon leaving the Center. It is also apparent that the lack of standards for determining when a corpsman is qualified for graduation has deprived the Job Corps of information with which to measure the performance of the centers.

We believe, however, that the minimum requirements for graduation of corpsmen prescribed on May 2, 1968, if properly implemented, will provide a uniform and more meaningful basis for comparing the performance of the various centers, and more assurance to employers that the graduates possess the minimum knowledge and job skill necessary for successful employment.

The Acting Director, OEO, advised us that he agreed with our findings but added that:

"*** Any assumption that considers that a majority of corpsmen now in Job Corps will totally complete the training standard during their tenure in Job Corps is questionable.

"We can define the level of accomplishment of any corpsmen through use of the standards and use them in goal setting. However, many corpsmen will go into industry based primarily on their ability to communicate at a minimum acceptable level, their ability to work with others, their attitude and motivation to work.

"Graduation criteria in Job Corps must be related very closely with a positive exit from Job Corps to prevent crushing those who cannot meet the standards."

We agree that corpsmen whose enrollment has been terminated should have their ability recognized even though they may not have been graduated. However, we believe that this position should in no way detract from the efforts of Job Corps to have all enrollees attain the minimum goals established by the Task Force.

SHORT LENGTH OF STAY OF CORPSMEN

On the basis of prior experience, Job Corps believes that corpsmen must remain in the program for at least 6 months in order to receive the training necessary to find jobs with good pay and advancement potential. In this regard, a goal of 9 months was established as the average length of stay for corpsmen at all conservation centers during fiscal year 1968. However, the majority of the corpsmen who entered the Eight Canyon Center during calendar year 1967 terminated their enrollment in less than 6 months (about 70 percent) and, on the basis of Job Corps experience, may not have received sufficient training to obtain and hold a job at the entry level.

The status of the Center's records did not permit us to determine the number of corpsmen who had entered the program after the Center was activated in March 1966. The various log books and termination records showing the names of corpsmen and dates of their entry into and termination from the Center were inconsistent and incomplete. In the absence of pertinent data on all corpsmen entering and terminating the program after the Center's activation, we determined the number of corpsmen who entered the Center during calendar year 1967 and the number of those corpsmen who had terminated as of June 28, 1968.

Of 504 corpsmen who entered the Center during calendar year 1967, 237, or about 47 percent, terminated in less than 90 days and a total of 350, or about 70 percent, in less than 6 months. By June 28, 1968, 439, or approximately 87 percent of the 504 corpsmen, had terminated. In addition, of the 439 corpsmen who had left, only 30 remained at the Center for as long as 9 months, including only eight who remained for as long as a year. The total terminations were classified by the Center as follows (a table showing the number of terminations by length of stay and corpsman age at entry into the Job Corps program is included as app. II):

<u>Type of terminations</u>	<u>Number</u>	<u>Percent</u>
Resigned	126	28.7%
Absent without leave (AWOL) discharge	103	23.5
Graduates (note a)	89	20.3
Transfer to other centers	53	12.1
Disciplinary discharge	37	8.4
Administrative discharge (note b)	24	5.4
Medical discharge	4	.9
Jobs	2	.5
Military	<u>1</u>	<u>.2</u>
Total	<u>439</u>	<u>100.0%</u>

^aSee our discussion of graduates beginning on page 53 of this report.

^bIncludes discharges for falsification of or erroneous data on application document and withdrawal of parental consent.

We were unable to determine the reasons why corpsmen resigned or went AWOL from the Center, because records showing such information had not been prepared by Center officials. A responsible official advised us that, although exit interviews were conducted with terminating corpsmen, records showing the specific reasons for such terminations were not prepared.

With regard to the overall short length of stay, corpsmen accepted into the Job Corps program prior to August 15, 1967, were required to sign commitments agreeing to remain in the program for 90 days. Effective August 15, 1967, Job Corps extended the length of stay commitments from 90 to 180 days. This revision was based on Job Corps' determination that corpsmen must remain in the program for at least 6 months in order to receive the training necessary to find jobs with good pay and advancement potential. We made an analysis in May 1968 of the length of stay of 126 corpsmen who entered the Center after implementation of the 180-day commitment on August 15, 1967, and found that, while some improvement had

been accomplished in the overall length of stay, over half of the 126 corpsmen still terminated in less than 6 months.

The Center director advised us that two new procedures were initiated in January 1968 in an effort to increase the corpsmen's average length of stay. He stated that transfers of corpsmen to other Job Corps centers (primarily urban centers) had been discouraged since that time and that a graduation and training review board had been established to, among other things, encourage corpsmen to remain at the Center for longer periods in order to maximize their training opportunity. Sufficient time had not elapsed at the time of our field review to evaluate the effect that the procedures adopted in January 1968 may have had on the length of stay.

Conclusions and agency comments

In our opinion, increasing the corpsmen's average length of stay is vitally important if the Center is to achieve the Job Corps goal of providing corpsmen with sufficient educational and vocational training to obtain jobs with good pay and advancement potential.

The reasons for corpsmen's short length of stay at the Eight Canyon Center are undoubtedly many and varied, some of which are most likely beyond the control of the Center management, such as the recruiting of youth not suited to the type of training offered. However, we believe that the short length of stay can, to some extent at least, be directly attributed to the Center's failure to implement a sound program of basic education, vocational training, and counseling, as previously discussed in this report.

In January 1969, the Acting Director, OEO, advised us that OEO's full efforts were being devoted to increasing the length of stay in the total program and that the new programs developed to improve the vocational training experience of the corpsmen would have a positive effect on length of stay. He advised us also that Job Corps was developing a new orientation program, refining

the corpsman advisory system and that, as each segment of the program was strengthened, positive results would be demonstrated.

Further, the Acting Director of Survey and Review, Department of the Interior, advised us that it was anticipated that the changes brought about by recent revisions to the corpsman advisory system, the Task Force Report, the revised Work-Vocational Training Manual, along with the specific Job Corps Training Standards, would result in the corpmen's becoming more involved and their length of stay increasing considerably. He based this statement on the fact that these changes carefully "track" and document each corpsman's progress and that the corpsman is advised concerning how far he has come and what he must do to reach his goal.

We believe that the actions outlined by OEO and the Department of the Interior should result in improvements in the length of stay of corpsmen.

EFFICIENCY OF ADMINISTRATION

OF THE EIGHT CANYON CENTER

WEAKNESSES IN CONTROLS OVER AND UTILIZATION OF PROPERTY

The controls over capital property were inadequate in that a substantial amount of property had not been properly accounted for and a significant amount of property had not been used or had been used ineffectively. The Center's management of materials and supplies was also inadequate in that a significant amount of materials and supplies had not been recorded in the inventory control records and the on-hand quantities of many items were erroneously recorded in the inventory records. Our findings are discussed below.

Property management

The original agreement between the Department of the Interior and the Office of Economic Opportunity provides that the Secretary of the Interior shall furnish logistical support for each conservation center. The agreement further provides that such support include the procurement of the supplies, equipment, and materials necessary for the maintenance and operation of the centers. These responsibilities were reiterated in a supplemental interagency agreement effective July 1, 1967.

Bureau of Indian Affairs policy provides that the Area Director be responsible for carrying out the property management program in the area. This program includes acquisition, recording, utilization, and disposition of all Government property under the area's jurisdiction. These responsibilities have been delegated to the superintendents of the agencies within the area of office's jurisdiction and further to the accountable offices of the various field units.

Purchasing authority from open market sources (not to exceed \$2,500), General Services Administration (GSA) stores stock, Federal Supply Schedules, and other

sources, has been delegated to agency superintendents, administrative officers, and property officers or persons acting in those capacities. Materials are purchased by the Center on the basis of requisitions approved by the Center director or the Center administrative officer. Purchase orders are prepared and issued by the Branch of Property and Supply at the Albuquerque Area Office.

The primary emphasis of our review of the Center's property management program was an evaluation of the controls over capital property, including the effectiveness of property utilization, and an evaluation of the management of materials and supplies.

Utilization of property

Educational and vocational training equipment, such as automotive shop equipment, maintenance shop equipment, and textbooks, costing about \$23,000, had been used only on a limited basis or not at all. In addition, we identified a significant amount of other materials and supplies costing about \$24,500 which had not been effectively used. Examples of inadequate utilization of property are described below.

Automotive and maintenance shop equipment--cost \$7,360

During January 1967, the Center acquired 52 items of automotive and maintenance shop equipment costing about \$18,800. Delivery of the equipment to the Center was the result of a contract negotiated by OEO on May 6, 1966, with a supply contractor for delivery of standard sets of similar equipment to about 90 conservation centers. The contract was in the sum of \$1,683,000.

Our review of the use made of this equipment showed that nine items of the automotive shop equipment costing about \$5,540 had received little or no use after acquisition. Six of the nine items, such as a power mechanic bench, mobile brake shop, and portable alignment set, had not been used at all. At the time of our field review, little or no use had been made of the maintenance

shop equipment costing about \$1,820, including a wood turning table, an electrical bench, and a lapidary unit.

Center officials advised us that part of the equipment was not used because vocational training courses which required use of the equipment had not been implemented at the Center and that in other instances the equipment was not used because other similar equipment on hand was adequate for the Center's needs.

Textbooks and related teaching materials--cost \$7,490

During October 1966, 2,343 textbooks, such as books on English grammar, nutrition, personal health, consumer math, and related materials, costing about \$8,420, were furnished the Center by OEO for instructional purposes. At the time of our review in April 1968, materials costing about \$7,490 were in storage at the Center and had not been used.

We were advised by the principal-teacher of the Center that the materials had been furnished by OEO headquarters for use with those corpsmen who attained an advanced reading level of nine or above. He stated, however, that the books had not been used because they were too advanced for effective use with the corpsmen, including those corpsmen who had attained an advanced reading level of nine or more. This official stated further that some of the books, such as those on first aid and safety, were used with a limited number of corpsmen prior to February 1968, at which time OEO evaluators recommended that the Center discontinue use of the materials because they were too difficult.

Library books

During January 1966, the Center acquired 1,472 assorted excess books from Fort Bliss, El Paso, Texas, at no cost. On the basis of data furnished us by the Center librarian, it appears that 1,134 of the books were never used and that an additional 287 were infrequently

used, usually less than once a month. Following are examples of the subjects of these books:

1. Principles of Nuclear Reactor Engineering
2. Civil Engineering Handbook
3. Quantum Theory
4. Basic Synchros and Servomechanisms
5. Structures and Properties of Alloys
6. Dendrology

The Center librarian advised us that the books were not used because they were too advanced for the corpsmen.

Tape duplicators, dictating recorders, and
transcribing machines--cost \$3,370

This equipment consisting of 12 items was purchased in October 1965 at a total cost of \$5,070. Four of the items were subsequently transferred to other activities because they were not needed at the Center, two other items retained at the Center had never been used, and three had not been used for about 1 year. The three remaining items had been used infrequently.

On the basis of our discussions with the Center director and the assistant center director, it appears that this equipment was not used because of the preference of the staff for other equipment. The Center director advised us that the eight items of this equipment, costing about \$3,370, which were on hand at the Center at the time of our field review would be declared excess to the Center's needs and made available to other activities.

Laundry equipment

During April 1967, the Center acquired various items of excess laundry equipment (original acquisition cost was about \$34,200) from Walker Air Force Base, New Mexico, at no cost to the Center. In February 1968, this equipment (one press, three tumblers, three extractors, and three washers) had not been used and was in storage at the Center.

The Center director disclosed that, although the equipment had been acquired for use in the dormitories because the existing equipment was continually breaking down, after receipt of the items at the Center they were found to be too large and complicated for efficient use. He told us that, in accordance with Bureau regulations, he had sent an employee to Walker Air Force Base to physically inspect the equipment prior to ordering it for the Center. He stated that the employee, no longer at the Center, had represented the equipment to be suitable for the needs of the Center and that, as a result of this representation, the equipment was ordered. On March 12, 1968, the Center reported the equipment as excess to its needs.

Leased vehicles--rental cost \$7,250

The usage made of 42 vehicles, obtained under a GSA leasing agreement at a total rental cost of about \$32,400 during calendar year 1967, indicated that the Center had more vehicles than it could effectively use.

The mileage report showed that 12 of the 42 vehicles had been driven on an average per month basis less than the mileage standards set by GSA for economical retention of vehicles. For example, GSA's minimum mileage set for 1/2-ton and 3/4-ton pick-up trucks is 600 miles per month while the Center's use of 10 similar-class trucks averaged only 339 miles. Also, two other trucks with a standard minimum mileage set at 333 miles per month, averaged only 205 miles. The calendar year 1967 rental cost of the 12 vehicles amounted to about \$7,250.

Also, contrary to established Bureau policy, some of the leased vehicles were assigned to individual Center officials rather than pooled and dispatched on an as-needed basis.

With respect to the need for retaining the low-use vehicles, we were advised by a responsible Center official that he had recommended to appropriate Center officials in February 1967 that a number of the vehicles be returned to the GSA motor pool since they were not being

effectively used. We were also advised by the Center administrative officer during March 1968 that, on the basis of his examination of the use of these vehicles, about six were not needed.

The Center director advised us that, as a result of our review, four vehicles were being returned to GSA and that studies would be made to determine whether additional vehicles could be released.

Controls over property

We believe that there is a need for better controls over Center property. A number of assets had not been recorded on the accountable records, certain assets had been unaccounted for, physical inventories of materials and supplies had not been taken, and perpetual inventory records had not been accurately maintained.

Unrecorded assets

A physical inventory of all capital property taken by representatives of the Bureau's Area Office at Albuquerque, New Mexico, on January 15, 1968, showed that 99 items, such as jointers, grinders, bench saws, and clerical desks, valued at about \$33,200, had not been entered in the property records although, according to the Area Property Management Officer, all the items had been on hand since before January 1, 1967. The Center director advised us that, because this property had been acquired prior to his arrival at the Center in January 1967, he could not explain why it had not been recorded in the accountable records. Responsible officials of the Branch of Property and Supply, Albuquerque Area Office, advised us that, based on the results of their physical inventory of January 15, 1968, the necessary corrections would be made to the property records.

Records available at the Center and the Area Office Branch of Property and Supply further showed that facilities and improvements valued at approximately \$289,142 had not been entered in the real property records at the time of our review, in February 1968, although some of

the facilities and improvements had been acquired as early as December 1965. Center officials were unable to explain why this property had not been recorded in the real property records. They advised us, however, that the necessary corrections would be made to the accountability records.

Items unaccounted for

The physical inventory of personal property taken by the Area Office Branch of Property and Supply also indicated that 75 property items valued about \$62,355 could not be located. We were advised, however, that, because of adverse weather conditions at the Center during the course of the physical inventory, a concerted effort to locate these items could not be made. The Area Office representatives returned to the Center during March 1968 and, with our assistance, located most of the 75 items. However, as of June 19, 1968, a portable typewriter, two floor polishers, and a rock drill, valued at a total of about \$1,024, were still unaccounted for.

Inventory procedures for materials and supplies

Our review of the Center's controls over inventories of materials and supplies showed that (1) physical inventories of all of these supplies had not been taken, contrary to Bureau policy, and (2) perpetual inventory records had not been maintained in an accurate and reliable manner. Physical inventories of work project materials and supplies were not taken by Center officials for the fiscal quarters ended December 31, 1967, and March 31, 1968, although this was required by Bureau policy.

The responsible official told us that he had estimated the December 31, 1967, inventory because at the time the perpetual inventory cards, which were established during January 1968, had not been completed for all items. He further stated that a physical inventory was impracticable at the time because of adverse weather conditions. In regard to the March 31, 1968, inventory,

this official told us that a physical inventory had not been taken because the perpetual inventory cards had been completed by that time and it was considered easier, and as accurate, to use the balances shown on the cards than to conduct a physical inventory.

Our review of the accuracy of the perpetual inventory records showed that a substantial amount of materials and supplies on hand had been omitted from the records and that quantities on hand and unit prices of many items had been incorrectly stated in the inventory records.

Our test of the inventory of work project materials and supplies showed that several items, such as sandstone, asphalt, and plastic pipe, had not been entered on the perpetual inventory records although some had been on hand since June 1965. Our review of the Center's clothing inventory records also disclosed that the cost of a substantial amount of clothing had been omitted from the inventory records. For example, various items, such as sweat shirts, sweat pants, and blazers, costing a total of about \$3,415, had not been entered on the perpetual inventory cards although, based on our discussions with a responsible Center official and our review of purchase orders, all the items were or should have been on hand at the Center prior to the physical inventory date.

Our tests of the perpetual inventory records for clothing and work project materials and supplies showed further that numerous errors had been made in extensions, in recordings of receipts and issues, and in unit prices. For example, our test--which included types of items that in the aggregate were valued at \$75 or more on February 20, 1968 (40 of 217 items)--showed that various errors had been made in the inventory records in each of the 40 items reviewed, which resulted in a total overstatement of about \$1,323. Errors were made, overstating the quantities on hand of 23 of the items and understating the quantities on hand of 15 other items. In addition, the unit cost was incorrectly stated on 35 of the 40 items, and 11 items were improperly extended. Similarly, our test of 12 of 18 items of work project

materials and supplies on hand on April 9, 1968, showed that four of the items were understated by about \$8,860 and six other items were overstated by about \$1,267.

We learned from discussions with the Center administration officer concerning the overall inaccuracy of the clothing inventory records that, for the most part, the records were inaccurate because they were based on unreliable physical inventories taken by corpsmen. The Center director advised us, however, that, as a result of our findings, a complete physical inventory would be taken by Center officials as a basis for making the necessary corrections to the inventory records.

With respect to the Center's management of materials and supplies, the latest OEO evaluation report of Center activities, dated February 16, 1968, stated that generally the supply system for clothing, administrative supplies, and work project materials and supplies was very good. This report stated further that stock-record control systems had been established and that, except for minor problems which the Center management was aware of and was in process of correcting, the systems were functioning well.

In discussing our findings with responsible Bureau officials, we were advised that periodic reviews of the Center's inventories of clothing and work project materials and supplies would be included in future evaluations of Center activities by Bureau representatives.

Conclusions

As a result of our review, we believe that there is a need to improve the Center's management and controls over property in order to promote greater efficiency and economy in the overall administration of the program.

We believe that property which is not being effectively utilized and for which there is no programmed use should be declared excess and made available to other activities. None of the property that we identified as not in use had been reported as excess to the Center's needs

at the time of our field review. The Center was evaluated by representatives of OEO during August 1967 and February 1968 and by representatives of the Bureau of Indian Affairs during December 1967 and May 1968. The OEO evaluation reports and the Bureau report dated December 31, 1967, showed that, although in some cases the evaluations included reviews of certain aspects of the Center's property management program, they generally did not include in-depth reviews of the utilization and disposal of property. On the basis of the relatively substantial amount of property which we identified as not having been used or having been used ineffectively and the fact that none of the property had been reported excess to the Center's needs prior to our review, we believe that future evaluations of the Center should be broadened to include tests of the use and disposal of unneeded property.

We believe also that the amount of property, including real property, other capital property, and materials and supplies, which we found had not been properly accounted for, further demonstrates the need to improve the management and controls over all property. In our opinion, accurate and reliable inventory data on all property is essential in the day-to-day management of property resources, including data on property acquisition, control and use, and disposal.

We again give recognition to the Acting Director's comment that there were certain factors beyond OEO's control which may have adversely affected the Center's operation.

Certain actions have been taken or have been proposed by responsible Bureau and Center officials to improve controls over the utilization of property at the Center. These actions include periodic reviews of the inventories of materials and supplies by Bureau representatives, disposal of all property excess to the Center's needs, and correction of real and personal property records.

Recommendation to the Director of OEO
and the Commissioner of Indian Affairs

With regard to the ineffective utilization of the property identified by our review and the failure to report all property not being used as excess to requirements, we recommend to the Director of OEO and the Commissioner of Indian Affairs that future evaluations by Bureau representatives be broadened to include determinations as to the effectiveness with which conservation centers utilize and dispose of property.

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The Acting Director, OEO, concurred in general with our findings. The Director of Survey and Review stated that:

"Determination of the use and disposal of Eight Canyon Center equipment was not up-to-date at the time of the GAO review. Future Bureau of Indian Affairs semi-annual evaluations will emphasize determinations of the effectiveness with which property is used and disposed of. Much of the equipment that may have been ineffectively utilized or excess during the GAO review is now needed to implement PM 400-15 of the Work/Vocational Program Manual. Determinations of use and disposal of equipment are a part of the audits performed by the Department's Job Corps audit operation and this deficiency would have been identified in an audit of this Center scheduled for early 1968 if it had not been postponed in order to avoid conflict with, and duplication of, the GAO audit."

We believe that the action outlined above by the Department of the Interior, together with the action taken or proposed by Bureau and Center officials, should, if properly implemented, strengthen the property management system at the conservation centers.

ASSIGNMENT OF PROJECT APPRAISAL VALUE

In April 1968, OEO reported to the Congress that the value of conservation work performed, as appraised by the Departments of Agriculture and the Interior, amounted to about \$46 million. The act places significance on the conservation work to be accomplished by Job Corps, and we believe that policies and procedures which will result in reasonably accurate valuations are essential to permit the Congress to evaluate this aspect of the Job Corps program.

The formula prescribed by the Bureau of Indian Affairs would not necessarily result in reasonable valuations because it is based on the assumption that all corpsmen will perform at the same constant level of efficiency in both their labor and the use of materials. Inasmuch as the corpsmen are in training and at varying stages of ability to perform, it does not appear reasonable to us to expect that all corpsmen will perform at a constant level as contemplated in the formula. Further, the practices followed at the Eight Canyon Center have reduced the assurance that can be placed on the valuations since they result in valuations that are sometimes lower than valuations which would be derived from strict adherence to the Bureau formula.

Job Corps policy provides that appraised values of work projects be assigned in accordance with established Bureau procedures for making appraisals. The deputy director for work at the Center advised us that, in accordance with that policy, appraised values of projects completed prior to March 20, 1967, were assigned on the basis of estimates furnished by responsible officials of the Bureau's Mescalero Agency.

On March 20, 1967, however, the Bureau revised the above procedures to reflect appraised values on the basis of the direct costs of materials and supplies used on the project, including equipment and vehicle usage costs and the estimated value of corpsman labor used on the project. The estimated value of corpsman labor was to be determined on the basis of one third of the going labor rate in the

area for similar work. The formula was provided by the Bureau of Indian Affairs to achieve consistency in appraisal methods at centers operated by the Bureau, although it was realized that some inequities would result from its use.

At the time of our review in March 1968, we found that complete records showing the direct costs of all materials and supplies used on work projects were not maintained by the Center. Additionally, until about August 1967, records showing the number and identity of corpsmen working on the various projects were not maintained. Our review of the appraised values assigned to completed projects was limited to tests of two projects completed during June and August 1967--two of the most recently completed work projects at the time of our field review, since none had been completed subsequent to August 1967.

Our tests of the appraised values assigned to these two projects showed that, because the Center (1) did not maintain accurate records of direct project costs, (2) did not use realistic wage rates and classifications in determining the value of corpsman labor, and (3) used the corpsman man-months assigned to the projects rather than the corpsman man-months worked on the projects, the values assigned varied from the amounts which would have been derived under the Bureau formula. An analysis of the appraised value assigned to the project completed in June 1967 showed that, because of the above, the amount assigned may be overstated by as much as \$15,000, about 25 percent of the total project appraised value of \$59,032. Our tests of the other project, completed in August 1967, showed that the appraised value assigned to the project was overstated by about \$3,136, approximately 17 percent of the total project appraised value of \$18,530.

The deputy director for work advised us that, because records showing the costs of all materials and supplies used on the work projects had not been accurately maintained by the Center, he had to estimate the costs of projects on the basis of his judgment as to the materials and supplies used. He stated that, of the total appraised value of \$59,032 for the project completed in

June 1967, the amount of gravel used on the project was estimated at \$38,688 on the following basis:

Estimate of the total quantity of gravel purchased--15,000 cubic yards at \$4	\$60,000
Less: estimate of the amount of gravel used on Center grounds--5,328 cubic yards at \$4	<u>21,312</u>
Balance, assumed as used on the project--9,672 cubic yards at \$4	<u>\$38,688</u>

The deputy director for work said that the above method of determining the costs of the gravel was used because, although the gravel was delivered by Mescalero Agency personnel to both the Center grounds (for roads and street maintenance) and the site of the work project, records of such deliveries had not been retained.

Our examination of the available records and discussion with responsible officials of the Mescalero Agency concerning the amount of gravel furnished indicated that only 3,832 cubic yards of gravel costing about \$15,328 had been delivered to the work project site. Based on this, it appears that the costs of materials and supplies for the project were overstated by about \$23,360 (\$38,688 less \$15,328).

The estimated costs assigned to this project were understated by about \$8,364 because the Center did not use realistic wage rates and labor classifications in determining the value of corpsman labor used on the project. A review of the rates and labor classifications showed that the Center used \$75 per corpsman man-month as representing one third of the going union rate of \$225 per man-month for common labor, without regard to the different types of labor used on the project. On this basis, \$3,900 was assigned to the appraised value as representing the value of corpsman labor used on the project. However, based on union rates and labor classifications established by the Center in July 1967, which recognize the different types of labor used other than common labor, the value of

corpsman labor should have been about \$12,264 rather than \$3,900, representing an understatement of \$8,364.

It therefore appears that, due to the procedures followed by the Center, the value assigned this project exceeded by about \$15,000 (\$23,360 less \$8,364) the value that would have been assigned by adherence to the Bureau's formula.

The Center has consistently followed the practice of determining the value of corpsman labor on the basis of the number of man-months assigned to the work projects rather than the number of man-months actually worked on the projects. Although corpsmen are assigned to the projects on the basis of weekly assignment lists which show their names and the various duties to which they have been assigned, such as educational classes, Center detail, or work projects, the assignment lists are not subsequently adjusted to reflect absences or reassignments to other duties.

The time records on the project completed in August 1967, which was appraised at \$18,530, showed that, although 58 corpsman man-months were used by the Center in determining the value of corpsman labor, only 33.5 man-months were actually worked on the projects--an overstatement of 24.5 man-months amounting to about \$3,136.

An analysis of the difference of 24.5 corpsman man-months between the amount of time charged to the project and the amount of time actually worked showed that 13 of the man-months were attributable to home leave, illness, etc., and that about 11.5 of the man-months resulted from a failure to recognize that corpsmen had been reassigned to other work projects. It is evident, therefore, that the use of man-months assigned to work projects rather than the actual man-months worked on the projects results in an overstatement of the individual projects and also of the total appraised value of all work projects.

Conclusions

We believe that, in order for Job Corps to have the benefit of consistent valuations within the limitations

contained in the Bureau's formula, the Center needs to improve its procedures to more accurately arrive at actual and estimated costs.

The Deputy Job Corps Conservation Center Officer advised us, after the conclusion of our site review, that improved records and procedures were being designed by the Job Corps to properly account for all corpsman time and that, upon completion, such records and procedures would be disseminated to the centers. The Center director advised us that, as a result of our review, new procedures had been implemented to accurately account for the direct cost of materials and supplies used on work projects. Implementation of the planned changes should provide greater consistency in values assigned.

We also believe that the formula devised by the Bureau is not adequate to provide assurance that resulting appraised values are reasonable because it is based on assumptions that all corpsmen will perform at the same constant level of efficiency in both labor and use of materials. Particularly since the corpsmen are in training and at varying stages of ability to perform, it does not appear reasonable to expect that they all will perform at a constant level as contemplated in the formula.

The weaknesses contained in the Bureau formula and in the practices followed at the Center appear to reduce the reliance that can be placed on the valuation data presented to the Congress for its consideration in evaluating this aspect of the Job Corps program.

In our opinion, if Job Corps is to develop fully useful information on conservation work performed, it will be necessary to devise a standard appraisal system through which reasonably fair values can be assigned. It appears to us at this time that an equitable method for establishing the value of conservation projects would be one based on estimated replacement cost since this method would result in valuations in consonance with the probable cost of accomplishing a project by alternative means.

Recommendation to the Director of OEO

In order to ensure that reasonable conservation work appraisal valuations may be available to the Congress for its consideration in evaluating this aspect of the Job Corps program, we recommend that OEO prescribe a standard appraisal system to be followed by all conservation centers in assigning values to conservation work performed.

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The Director of Survey and Review informed us that the Job Corps Civilian Conservation Centers operated by the Bureau of Indian Affairs had been instructed to utilize the Department of the Interior's system of assigning appraisals on the basis of an engineering appraisal of replacement cost of a given work project and that, therefore, within the Department of the Interior there is only one appraisal system in effect for all its camps, until such time as the OEO is able to carry out our proposal.

In commenting on this matter, the Acting Director, OEO, stated that:

"The deficiency was one of performance rather than policy and will be corrected. It has been Job Corps policy that appraised values of work projects be assigned in accordance with established Agency procedures. This has been understood to mean 'estimated replacement cost,' 'estimated contract cost,' or 'estimated force account cost,' as of the time the project was completed. Moreover, the value was to be determined by qualified personnel other than Center personnel.

"Our Work Program Review for FY 69 dated September 17, 1968, states specifically: 'The appraised value shall reflect the cost of the project if it were to be constructed by formal contract. The estimated appraised value reported at the end of the fiscal year or at the end of the project, shall be made by

qualified personnel other than members of the Center staff.' Additionally, Chapter 700 of the CCCAM is currently being completely revised. It will contain language similar to the above; therefore, there will be no cause for misunderstanding in the future."

We believe that the action taken by OEO to prescribe a standard appraisal system based on estimated contract cost should, if properly implemented, result in reasonable conservation work appraisals.

SCOPE OF REVIEW

Our field review, covering in general the period from January 1967 to May 1968, was made principally at the Center; the Bureau of Indian Affairs' Albuquerque, New Mexico, Area Office; the Bureau's Data Center at Albuquerque, New Mexico; and the OEO Southwest Regional Office at Austin, Texas. Our review included discussions with responsible officials at these locations; examinations of pertinent records and legislation and of the agreement between OEO and the Department of the Interior under which the Center was operated; and interviews with some of the youths who were at the Center during our review.

APPENDIXES

APPENDIX I

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EIGHT CANYON CIVILIAN CONSERVATION CENTER

OPERATING COSTS FOR CALENDAR YEAR 1967

	<u>Total costs</u>	<u>Amount per corpsman man-year</u>
COSTS APPLICABLE UNDER SECTION 105 (note a):		
Enrollee expenses:		
Clothing	\$ 66,493	\$ 395
Subsistence	61,380	364
Medical and dental supplies and services	37,956	225
Educational supplies and rentals	5,772	34
Vocational supplies and rentals	1,508	9
Morale, recreation, and welfare	<u>20,689</u>	<u>123</u>
Total enrollee expenses	<u>193,798</u>	<u>1,150</u>
Operation and maintenance:		
Motor vehicle operation and maintenance	40,329	239
Center facilities maintenance	55,602	330
Communications	12,236	73
Utilities and fuel	17,884	106
Center administration supplies and services	<u>42,157</u>	<u>250</u>
Total operation and maintenance	<u>168,208</u>	<u>998</u>
Staff salaries:		
Educational program personnel	66,305	394
Vocational program personnel	14,518	86
Safety and recreation program personnel	7,091	42
Guidance and counseling personnel (note b)	124,782	741
Managerial and other personnel	108,586	644
Medical and dental personnel	6,470	38
Work project personnel	<u>61,123</u>	<u>363</u>
Total staff salaries	<u>388,875</u>	<u>2,308</u>
Staff travel and training:		
Staff travel--training	3,985	24
Staff travel--other	16,894	100
Staff training	<u>11</u>	<u>-</u>
Total staff travel and training	<u>20,890</u>	<u>124</u>
Enrollee pay and allowances:		
Living allowances	57,962	344
Readjustment allowances	85,663	508
FICA	5,220	31
Allotments	36,007	214
Meal tickets	2,808	17
Transportation requests	<u>37,754</u>	<u>224</u>
Total enrollee pay and allowances	<u>225,414</u>	<u>1,338</u>
Total costs applicable under section 105	<u>997,185</u>	<u>5,918</u>

EIGHT CANYON CIVILIAN CONSERVATION CENTER

OPERATING COSTS FOR CALENDAR YEAR 1967 (continued)

	<u>Total costs</u>	<u>Amount per corpsman man-year</u>
COSTS NOT APPLICABLE UNDER SECTION 105:		
Work project supplies	64,362	382
Work project equipment, operation, and maintenance	20,409	121
Depreciation of capital property (note c)	150,892	895
Headquarters and regional support overhead (note d)	<u>142,579</u>	<u>846</u>
Total costs not applicable under section 105	<u>378,242</u>	<u>2,244</u>
Total costs	<u>\$1,375,427</u>	<u>\$8,162</u>

^aExcept for staff salaries, other items represent cash expenditures.

^bIn addition to salaries of counselors, this amount includes salaries of personnel in Corpsmen Activity Branch, such as resident youth workers and advisers.

^cComputed by the straight-line method on the basis of the established useful life of equipment as determined by OEO. Real property improvements were amortized on the basis of the remaining life of the lease at the date of property acquisition.

^dAlso includes the costs of agency direction (Department of the Interior), and the costs of recruiting, screening, and placement services.

EIGHT CANYON CIVILIAN CONSERVATION CENTER

TERMINATIONS OF CORPSMEN

ENTERING CENTER DURING CALENDAR YEAR 1967

AS OF JUNE 28, 1968

<u>Age</u>	Number entering program	<u>Length-of-stay (in days)</u>			<u>Total</u> <u>0 to 89</u>
		<u>0 to 30</u>	<u>31 to 60</u>	<u>61 to 89</u>	
14	1	-	-	-	-
15	1	-	-	-	-
16	154	11	26	32	69
17	137	10	30	25	65
18	100	9	26	12	47
19	52	6	14	5	25
20	29	1	9	3	13
21	20	3	5	1	9
22	1	-	1	-	1
Unknown	<u>9</u>	<u>4</u>	<u>4</u>	<u>-</u>	<u>8</u>
Total	<u>504</u>	<u>44</u>	<u>115</u>	<u>78</u>	<u>237</u>
Percent of total	<u>100</u>	<u>8.7</u>	<u>22.8</u>	<u>15.5</u>	<u>47.0</u>

<u>Length-of-stay (in days)</u>		<u>Terminations after 179 days</u>	<u>Total terminations</u>
<u>90 to 179</u>	<u>Total 0 to 179</u>		
1	1	-	1
-	-	1	1
31	100	24	124
32	97	26	123
21	68	19	87
14	39	8	47
7	20	6	26
6	15	5	20
-	1	-	1
<u>1</u>	<u>9</u>	<u>-</u>	<u>9</u>
<u>113</u>	<u>350</u>	<u>89</u>	<u>439</u>
<u>22.4</u>	<u>69.4</u>	<u>17.7</u>	<u>87.1</u>

APPENDIX III

EIGHT CANYON CIVILIAN CONSERVATION CENTER

MATERIALS AND SUPPLIES NOT USED

OR USED INEFFECTIVELY

	<u>Number of items</u>	<u>Cost or recorded value</u>
TRAINING MATERIALS:		
Automotive shop equipment:		
Mobile brake shop	1	\$ 1,340
Portable alignment set	1	1,007
Auto engine stand	2	447
Electronic scope analyzer	1	1,026
Electronic distributor testor	1	736
4-ton body & fender repair kit	1	166
Parts washer	1	351
Power mechanic bench	1	470
Maintenance shop equipment:		
12" wood turning table	1	666
Electrical bench	1	565
Lapidary unit	1	280
Box and pan brake	1	304
Generator-alternator tester	1	1,056
Tape recorders and record players	10	958
Textbooks and related teaching materials	2,343	8,424
Jewelry supplies	Assorted quantities	357
Electronic instruction material	Assorted quantities	2,966
Lapidary supplies	Assorted quantities	495
Drafting and leathercraft equipment and supplies	Assorted quantities	<u>1,370</u>
		<u>22,984</u>
Other materials:		
Tape duplicators, dictating recorders, and transcribing machines	8	3,370
Water coolers	3	351
Typewriters	11	738
Sewing machines	2	433
Cameras	5	867
GSA-leased vehicles (note a)	12	7,252
Bureau-owned vehicles	8	11,508
Library books (note b)	1,134	-
Laundry equipment (note b)	1	-
		<u>24,519</u>
Total		<u>\$47,503</u>

^aRental cost for calendar year 1967.

^bAcquired from excess property listings on a nonreimbursable basis.

OFFICE OF ECONOMIC
OPPORTUNITY

EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506

NOV 5 1968

Mr. Henry Eschwege
Associate Director, Civil Division
U.S. General Accounting Office
Washington, D.C. 20548

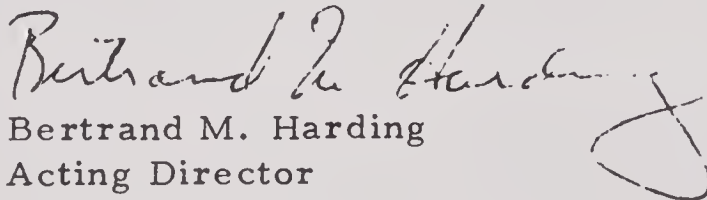
Dear Mr. Eschwege:

Enclosed, as requested in your letter of September 23, 1968, is the analysis of the GAO Report on the Eight Canyon Job Corps Civilian Conservation Center.

Although we generally concur in the recommendations as submitted, we have made several comments which are meant to be positive in nature. The responsible officials in Job Corps have accepted the report as a valuable management tool for correcting program deficiencies.

The auditors are to be congratulated for their work and their professionalism in analyzing a complex program.

Sincerely,


Bertrand M. Harding
Acting Director

Enclosure

EIGHT CANYON JOB CORPS CIVILIAN CONSERVATION CENTER
GAO REPORT

Our analysis of the GAO Report on the Eight Canyon Job Corps Civilian Conservation Center did not uncover either major disagreements or exceptions to the report as written. It is obvious to all personnel who participated in the review of the report that the recommendations are based on an in-depth, objective analysis of the Center's operation. The audit and evaluation systems of Job Corps have pointed out similar program weaknesses and actions have been implemented prior to the receipt of this report to correct many of the deficiencies noted.

There is a very strong feeling within the responsible program personnel of Job Corps Headquarters that the report should include statements relative to the causative factors which have a strong bearing on the recommendations contained in the report. These causative factors will be discussed as they relate to each recommendation contained in the report.

Recommendation: Need for Improvements in the Vocational Training Program (Page 13)

The need for a total restructuring of the Eight Canyon Work program to provide for the proper implementation and distribution of skills training has been recognized and is being accomplished. The emphasis placed on work accomplishments at any center at the expense of the corpsmen's education is inexcusable and will not be tolerated within the Job Corps program.

The Eight Canyon Center, which has been beset with operational problems on numerous occasions, is not representative of the Job Corps Civilian Conservation Centers program.

The Vocational Training Program, like many other aspects of the total program, is being adversely affected by external factors which are beyond the control of the Center.

This Center, along with the other seventy-four federally-operated centers, has been consistently hampered because of staff shortages, personnel freezes imposed by the Congress, Bureau of the Budget, etc. These staffing problems have seriously restricted the effectiveness of the Job Corps Civilian Conservation Centers program. Project planning and implementation have also been seriously hampered by the

delay of congressional appropriations and internal dissemination of funds. These factors, along with all of the other external pressures connected to a new program such as this, must be recognized as contributing to the program deficiencies.

The recommendation to supplement the work program with specialized vocational training at this Center raises some additional questions. We have ample evidence that work projects will provide the necessary skills training to assure the employability of the corpsmembers. The weakness at this Center was not the lack of availability of the right type of project, but rather one of failing to adequately plan the work program to provide for skills training. When proper work experience projects are available, specialized vocational programs should be utilized only to the extent necessary to cover climatic or geographic problems. In short, the work projects are to be planned to produce corpsmen skills rather than work accomplishment. This does not diminish the need to benefit the natural resources as a by-product of our primary mission.

Recommendation: Need for Improvement in the Academic Program (Page 14)

Again, this recommendation should be related to staffing problems and give full consideration to the fact that the corpsmen have previously failed in a total academic situation. These young men do not have the attention span needed for intensified education. The balance between work experience and education has a favorable effect.

The recommendation to improve the education program would implement a system that would keep a corpsman in a basic education system until his educational level reached a prescribed base before he would be allowed to participate in the vocational training program. This could well mean disaster to the Civilian Conservation Centers program, as the primary interest of most corpsmen is to acquire job skills as well as educational advancement. The two are locked together hand and glove. Admittedly, the corpsman's dreams and aspirations cannot be quickly met, nor can he be started above the simple tasks of learning to use simple hand tools. A corpsman must start his academic training and vocational training at about the same time as a means of maintaining interest and to give him a sense of accomplishment. The assignment of a corpsman to menial tasks for any extended period of time discourages the corpsman and we frequently lose him. The key lies in the assignment of progressively greater challenge in skills training and responsibility as he masters the basics. Conducting a basic education program in isolation from the work program would, in our opinion, produce negative results.

Each corpsman has individual problems that must be dealt with, sometimes in innovative ways. We must allow the freedom to exercise options with individuals and support this to a maximum through individual goal setting and use of the Training Standards.

Recommendation: Need to Improve Counseling Program (Page 15)

This recommendation is well-founded and confirms our findings that the counseling system was very weak at this Center. The most valuable counseling that takes place at Civilian Conservation Centers is not of a so-called purely professional nature. It takes place in an on-going and spontaneous situation between a staffman and a corpsman and is frequently most effective in an unscheduled setting. Counseling can occur only after a receptive situation develops through acceptance and trust of the staffman by the corpsman. Every corpsman needs counseling but very few corpsmen need or can be provided the therapy counseling that this report implies.

The Corpsman Advisory System is designed to be an adjunct to the Center counseling efforts. It is most meaningful when the corpsman perceives the advisor as a person interested in his well-being and when the corpsman can emulate the advisor. Experience indicates that a rigid system of recordkeeping can hinder this relationship since such relationship is not amenable to formula description. However, if there is an open line of communication, the advisor can assist his advisee to adjust to the new environment and clarify the goals and objectives of the Civilian Conservation Center program. The guidance needed to select a vocation is provided by the Corpsman Advisor, Counselor, and Vocational Training Coordinator. This coordination of effort is needed since the Vocational Training Coordinator is most familiar with the Center program, the Counselor is best qualified to offer guidance in making such choices, while the Advisor is most familiar with the individual. Corpsmen Advisors can change attitudes and determine when the corpsman should be referred to the professional counselor. However, this referral is made only after he has done all he can for the corpsman.

Recommendation: Graduation Criteria (Page 15)

The recommendation was valid. We now have standards, but the establishment of a minimum standard that provides reasonable upward mobility in a job answers only a part of the problem in working with each individual. The corpsman's time in Job Corps represents only a small part of the time required for most corpsmen to attain a situation of true upward mobility.

Our present policies define the accomplishment of each corpsman that exits by the use of the Training Standards. Any assumption that considers that a majority of corpsmen now in Job Corps will totally complete the training standard during their tenure in Job Corps is questionable.

We can define the level of accomplishment of any corpsmen through use of the standards and use them in goal setting. However, many corpsmen will go into industry based primarily on their ability to communicate at a minimum acceptable level, their ability to work with others, their attitude and motivation to work.

Graduation criteria in Job Corps must be related very closely with a positive exit from Job Corps to prevent crushing those who cannot meet the standards.

Recommendation: Weaknesses in Controls over and Utilization of Property (Page 16)

We concur in this recommendation except that the property utilization of the Center should be covered under OEO's audit procedures rather than by the program evaluation. It is doubtful that the evaluation teams could develop the necessary expertise in this area without the addition of a property specialist.

Recommendation: Assignment of Project Appraisal Values (Page 17)

The deficiency was one of performance rather than policy and will be corrected. It has been Job Corps policy that appraised values of work projects be assigned in accordance with established Agency procedures. This has been understood to mean "estimated replacement cost," "estimated contract cost," or "estimated force account cost," as of the time the project was completed. Moreover, the value was to be determined by qualified personnel other than Center personnel.

Our Work Program Review for FY 69 dated September 17, 1968 states specifically: "The appraised value shall reflect the cost of the project if it were to be constructed by formal contract. The estimated appraised value reported at the end of the fiscal year or at the end of the project, shall be made by qualified personnel other than members of the Center staff." Additionally, Chapter 700 of the CCCAM is currently being completely revised. It will contain language similar to the above; therefore, there will be no cause for misunderstandings in the future.



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

DEC 11 1968

Mr. Allen E. Voss
Assistant Director, Civil Division
General Accounting Office
Washington, D. C. 20548

Dear Mr. Voss:

This responds to your September 25, 1968, request for Department of the Interior comments on the draft of a proposed General Accounting Office Report to the Congress titled "Review of Activities of the Eight Canyon Job Corps Civilian Conservation Center, Mescalero, New Mexico." The report's proposed recommendations are directed both to the Department of the Interior and the Office of Economic Opportunity. None apply only to the Department of the Interior. Our comments, however, are addressed to what the Department believes are its contributions to management and administrative responsibilities in connection with all of the recommendations that the report includes.

Prior to your audit, the Department participated in a task force study with the Department of Agriculture and the Office of Economic Opportunity on how the Conservation Centers' objectives and accomplishments could be improved. Many of your report's suggestions and recommendations are in consonance with the task force report. Thus our response reflects our efforts to implement the task force study, which, when fully accomplished, will also meet the objectives stated in your report.

Of major importance in accomplishing the program improvements suggested in your report is the implementation of the August 1968 Job Corps Manual PM 400-15, Work/Vocational Training. This outlines program redirection accomplishing the suggestions your auditors reached in their review. Our analysis of the General Accounting Office draft report does not indicate items or points which we consider invalid. Those areas of deficiencies that required Departmental action have been taken.

Our reply to the sequential recommendations follows:

I. Recommendation (page 36). --

"... that the Director of Job Corps [OEO] and the Commissioner of the Bureau of Indian Affairs institute specialized vocational training programs at the Center which are directed specifically toward the development of knowledge and skills for occupational

areas beyond the Helper and Laborer categories. We agree with the concept of the Task Force Report that work projects be closely attuned to developing such knowledge and skills; however, where work projects cannot provide such necessary training, we recommend that they ~~be~~ included in the corpsman's curriculum only to the extent needed to develop good work habits and that major emphasis be placed on intensive vocational training which will provide a corpsman with skills that will aid him in job placement and in enhancing his ability and advancement in a job."

COMMENT

In August 1968 (prior to completion of the GAO review), Section PM 400-15 of the Job Corps Work/Vocational Training Program Manual was issued to comply with the Task Force Report recommendation that Conservation "Centers" give corpsmen terminal-type vocational training intended to directly aid them in obtaining jobs and in enhancing their ability to earn advancement when employed. This policy change prescribed in Manual Section PM 400-15 is now in the process of being implemented in all Interior Job Corps Conservation Centers, and such implementation is on schedule.

This change in concept will provide a dual role for the Job Corps conservation center by providing on-the-job-training opportunities for disadvantaged youth in actual work activities which are directed toward conserving and developing the natural resources and recreational areas of the nation as well as classroom-oriented vocational training for apprentice or tradesmen fields in the laboring forces when they leave the program.

II. Recommendation (page 45). --

"In order that corpsmen may have opportunity to realize their maximum academic potential, we recommend that the Director of Job Corps and the Commissioner of Indian Affairs require that the Director of the Eight Canyon Center place greater emphasis on this aspect of the corpsmen's training by establishing procedures and practices which will minimize class absences by both corpsmen and instructors and provide for more intensive training during classes.

"Also, . . . in order that corpsmen may receive maximum opportunity to benefit from vocational training we recommend that the Director, Job Corps, consider appropriate methods for providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in vocational training programs before their assignment to such programs."

COMMENT

The Eight Canyon Center has adopted the following procedures to reduce class absences by corpsmen and instructors:

Corpsmen - (1) Warehouse hours have been designated from 4:30 p.m. to 8:30 p.m. so there will be no excused absence for clothing or linen issue or exchange during the education or work day; (2) individual corpsmen counseling sessions have been scheduled so that no more than three corpsmen are absent from class at any one time; (3) corpsmen are inspected for proper dress in the breakfast line and those not properly attired are sent back to the dormitory to change clothing, thus eliminating necessity for interruption of their education or work day; (4) the Center rules and regulations governing corpsmen's unexcused absences from education, work, and other assignments are being strictly enforced; and (5) proper records and schedules of corpsmen's participation in the Center's education program are being maintained and followed.

Instructors - Action has been taken to preclude education classes being left unattended: (1) the work and supervision connected with publishing the Center newspaper are now performed after regular duty hours; (2) the attendance of the education staff at meetings has been scheduled at a minimum; (3) the testing program is administered by the principal teacher assisted by the assistant counselor, which relieves the classroom teacher of this responsibility; (4) the annual leave schedule is staggered to provide adequate supervision and coverage in each class; and (5) classroom arrangements have been effected to enable one teacher to oversee two classrooms, if necessary. Under the present system, no classroom is unattended at any time.

Vocational Training - Regarding the provision for providing low-achieving corpsmen with opportunities to reach academic levels needed for successful participation in the vocational training program, mandatory requirements for corpsmen's educational scheduling and program completion have been instituted. The reading program is being emphasized with all low-achieving corpsmen scheduled for two hours of reading per day during the education week and one hour of reading per day during the work week. Additionally, a new corpsman entering a conservation center is processed through a 30-90 day orientation period wherein his academic level, physical ability, behavioral pattern, etc., is determined. Based upon the orientation period determinations, the corpsman's preferences, and the work projects available, he is assigned to a particular vocational program where it can be reasonably expected that such training will be productive.

IV. Recommendation (page 76). --

"With regard to the Center's ineffective utilization of the property identified by our review and the failure to report property not being used as excess to requirements, we recommend to the Director of OEO and the Commissioner of Indian

Affairs that future evaluations of the Center's activities by the Bureau and OEO representatives be broadened to include determinations as to the effectiveness of the use and disposal of property."

COMMENT

Determination of the use and disposal of Eight Canyon Center equipment was not up-to-date at the time of the GAO review. Future Bureau of Indian Affairs semi-annual evaluations will emphasize determinations of the effectiveness with which property is used and disposed of. Much of the equipment that may have been ineffectively utilized or excess during the GAO review is now needed to implement PM 400-15 of the Work/Vocational Program Manual. Determinations of use and disposal of equipment are a part of the audits performed by the Department's Job Corps audit operation and this deficiency would have been identified in an audit of this Center scheduled for early 1968 if it had not been postponed in order to avoid conflict with, and duplication of, the GAO audit.

V. Recommendation (page 84). --

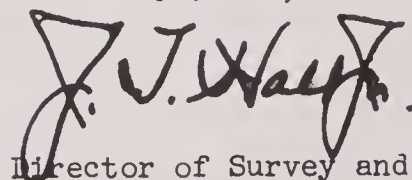
"In order to ensure that reasonable conservation work appraisal valuations may be available to the Congress for its consideration in evaluating this aspect of the Job Corps program, we recommend that the Director of the Job Corps prescribe a standard appraisal system to be followed by all conservation centers in assigning values to conservation work performed."

COMMENT

We recognize the benefit of this recommendation. The Job Corps Civilian Conservation Centers operated by the Bureau of Indian Affairs have been instructed to utilize the Department of the Interior's system of assigning appraisals on the basis of an engineering appraisal of replacement cost of a given work project. Thus, within the Department of the Interior there is only one appraisal system for all its camps in effect until such time as the OEO is able to carry out your recommendation.

We are pleased that the GAO draft report recommendations directed to the Department of the Interior are in general agreement with the earlier Task Force Report recommendations that are now in the process of being fully implemented in all Department of the Interior Job Corps Centers.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "J. V. Wayne". The signature is stylized with a large, looped initial "J" and a trailing flourish.

Director of Survey and Review

PRINCIPAL OFFICIALS OF
THE OFFICE OF ECONOMIC OPPORTUNITY
AND THE DEPARTMENT OF THE INTERIOR
RESPONSIBLE FOR THE ADMINISTRATION OF
ACTIVITIES DISCUSSED IN THIS REPORT

Tenure of office	
From	To

OFFICE OF ECONOMIC OPPORTUNITY

DIRECTOR, OFFICE OF ECONOMIC OPPORTUNITY:

Donald Rumsfeld	May 1969	Present
Bertrand M. Harding (acting)	Mar. 1968	May 1969
Sargent Shriver	Oct. 1964	Mar. 1968

DIRECTOR, JOB CORPS:

William P. Kelly	Dec. 1966	Present
Franklyn A. Johnson (note a)	Feb. 1966	Dec. 1966
Otis A. Singletary (note b)	Apr. 1965	Dec. 1965

DEPARTMENT OF THE INTERIOR

SECRETARY OF THE INTERIOR:

Walter J. Hickel	Jan. 1969	Present
Stewart L. Udall	Jan. 1961	Jan. 1969

UNDER SECRETARY OF THE INTERIOR:

Russell E. Train	Jan. 1969	Present
David S. Black	Aug. 1967	Jan. 1969
Charles F. Luce	Sept. 1966	Aug. 1967
John A. Carver, Jr.	Jan. 1965	Sept. 1966

PRINCIPAL OFFICIALS OF
THE OFFICE OF ECONOMIC OPPORTUNITY
AND THE DEPARTMENT OF THE INTERIOR
RESPONSIBLE FOR THE ADMINISTRATION OF
ACTIVITIES DISCUSSED IN THIS REPORT (continued)

<u>Tenure of office</u>	
<u>From</u>	<u>To</u>

DEPARTMENT OF THE INTERIOR (continued)

ASSISTANT SECRETARY OF THE IN-
TERIOR (ADMINISTRATION):

Robert C. McConnell	Aug. 1967	Feb. 1969
Vacant	Dec. 1965	Aug. 1967
D. Otis Beasley	Sept. 1952	Dec. 1965

COMMISSIONER OF INDIAN AFFAIRS:

Robert L. Bennett	Apr. 1966	Present
Philleo Nash	Sept. 1961	Mar. 1966

^aServed as a consultant to OEO from October 1965 until his appointment as Director, Job Corps, in February 1966.

^bServed as consultant to OEO from October 1964 until his appointment as Director, Job Corps, in April 1965.





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